

Geneva, July 10th, 1936.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC
IN OPIUM AND OTHER DANGEROUS DRUGS

MINUTES
OF THE
TWENTY-FIRST SESSION

Held at Geneva from May 25th to June 5th, 1936

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LIST OF MEMBERS

His Excellency Dr. Witold CHODZKO (<i>Chairman</i>) (assisted by M. Casimir TREBICKI, expert)	<i>Poland.</i>
Mr. G. S. HARDY (<i>Vice-Chairman</i>)	<i>India.</i>
Dr. Bruno SCHULTZ	<i>Austria.</i>
His Excellency M. CARNOY	<i>Belgium.. "</i>
Mr. S. W. HARRIS, C.B., M.V.O. (absent, replaced by Major W. H. COLES, D.S.O.)	<i>United Kingdom.</i>
Colonel C. H. L. SHARMAN, C.M.G., C.B.E.	<i>Canada.</i>
His Excellency Dr. Hoo Chi-Tsai (Substitute : M. CHENG TING)	<i>China.</i>
El Lewa T. W. RUSSELL Pasha C.M.G., O.B.E. (absent, replaced by El Miralai F. D. BAKER Bey, O.B.E., M.C.)	<i>Egypt.</i>
M. Gaston BOURGOIS (Technical Advisers : M. RAZET and M. MONDANEL)	<i>France.</i>
M. Vram PILOSSIAN	<i>Iran.</i>
.	<i>Italy.</i>
His Excellency M. Mass-aki HOTTA (Substitute : M. INAGAKI)	<i>Japan.</i>
M. Manuel TELLO	<i>Mexico.</i>
M. J. H. DELGORGE (<i>Rapporteur</i>)	<i>Netherlands.</i>
His Excellency Dr. Augusto DE VASCONCELLOS	<i>Portugal.</i>
His Excellency Phya RAJAWANGSAN (Substitute : Luang BHADRAVADI)	<i>Siam.</i>
His Excellency M. Julio CASARES	<i>Spain.</i>
His Excellency M. Hugo VON HEIDENSTAM	<i>Sweden.</i>
Dr. H. CARRIÈRE	<i>Switzerland.</i>
M. Numan Tahir SEYMEN	<i>Turkey.</i>
Mr. Stuart J. FULLER (assisted by Mr. H. J. ANSLINGER, expert)	<i>United States of America.</i>
His Excellency M. Alfredo DE CASTRO (absent)	<i>Uruguay.</i>
His Excellency Dr. Ivan SOUBBOTITCH (Substitute : Dr. Vladimir MANOILOVITCH)	<i>Yugoslavia.</i>

Assessors :

Mr. L. A. LYALL.

Dr. F. Y. M. DE MYTTENAERE.

Secretary :

M. Eric Einar EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

FIRST MEETING (PRIVATE).

Held on Monday, May 18th, 1936, at 11 a.m.

Chairman : Dr. CARRIÈRE (Switzerland), then Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Iran, Italy, Sweden and Uruguay.

1088. Election of the Chairman, Vice-Chairman and Rapporteur.

Dr. CARRIÈRE (Switzerland), as Chairman of the Committee for the year 1935-36, thanked the members for the confidence they had placed in him, and invited them to appoint their Chairman, Vice-Chairman and Rapporteur.

The Committee unanimously appointed Dr. CHODZKO (Poland) Chairman, Mr. HARDY (India), Vice-Chairman, and M. DELGORGE (Netherlands), Rapporteur.

1089. Appointment of Assessors.

The CHAIRMAN pointed out that the term of office of the two assessors, M. Lyall and M. de Myttenaere, was due to expire on May 31st, 1936. He suggested that the appointments be renewed for a further period of one year, from June 1st, 1936, to May 31st, 1937.

The Chairman's proposal was adopted.

1090. Appointment of a Member of the Supervisory Body.

On the proposal of the Chairman, seconded by Dr. Carrière (Switzerland), *the Committee decided to renew, as from July 9th, 1936, Sir Malcolm DELEIVINGNE's appointment as member of the Supervisory Body for a further term of three years.*

1091. Changes in the Composition of the Committee : Communications by the Director of the Opium Traffic and Social Questions Sections.

The Committee noted the Director's report to the effect that, having failed for two consecutive years to send a representative to the sessions of the Advisory Committee, Bolivia had, under the terms of a Council decision of 1934, ceased to be a member of the Advisory Committee.

The Committee further noted that the Turkish representative on the Committee would now be M. Numan Tahir SEYMEN, that the Polish delegation had sent M. TREBICKI as expert and that Yugoslavia would be represented by H. E. Dr. SOUBBOTITCH accompanied by Dr. MANOILOVITCH. In the absence of M. Yokoyama, Japan would be represented by H. E. M. HOTTA, Minister at Berne.

A communication had also been received from M. CARNOY (Belgium), apologising for his inability to reach Geneva until two days later.

The CHAIRMAN, on behalf of the Committee, extended a welcome to the newcomers.

1092. Adoption of the Agenda of the Session : Report of the Agenda Sub-Committee.

Major COLES (United Kingdom) presented the report of the Sub-Committee (Annex 1) and explained the suggestions contained therein.

Dr. HOO Chi-Tsai (China) assumed that the suggestion made in the report in connection with the discussion of the annual reports from Governments would not preclude members from putting questions to colleagues, even without giving notice beforehand. Perhaps the procedure usually followed by the Committee might be retained with a maximum time-limit however, of ten minutes for all speeches.

Mr. LYALL (Assessor) notified the Committee that in the discussion on the annual reports from Governments, he did not propose to confine his remarks to the Secretariat's summary,¹ but would also make use of the original Government reports.

¹ Document O.C. 1621.

M. SOUBBOTITCH (Yugoslavia) suggested that it would make it clearer that incidental replies were not excluded if the word "especially" were added at the end of the paragraph of the report in question.

M. DELGORGE (Netherlands) said that the members of the Committee should be entitled to put short questions during the discussion of the annual reports without notice being given beforehand.

After a further exchange of views, *the Committee agreed* to regard the paragraph in the report of the Sub-Committee relating to the discussion of annual reports from Governments as a suggestion addressed to the Chairman. The annual reports would, as previously, be discussed country by country and members wishing to make special statements on particular countries were recommended to notify the Chairman in advance.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) confirmed that the Committee would not be called upon to discuss any of the items¹ of the Secretary's Progress Report which did not fall under any of the items of the draft agenda. In consequence, the relevant passages in the Progress Report would not be read, unless their addition to the agenda were formally proposed.

The report of the Sub-Committee and the agenda were adopted (Annex 1).

SECOND MEETING (PUBLIC).

Held on Tuesday, May 19th, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Iran, Italy and Uruguay.

1093. Examination of the Progress Report by the Secretary (Annex 2).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) intimated that, if no member notified his intention of raising one of the questions mentioned in the list at the end of the agenda², he proposed at the end of the session to revert to the items not specifically dealt with by the Committee.

APPLICATION OF THE SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS.

Dr. Hoo Chi-Tsai (China), referring to the last paragraph of this section of the report explained that in China import certificates for narcotic drugs had previously been issued by the Chinese Maritime Customs. It should be noted in amplification of the information contained in the Secretary-General's Circular Letter No. 132 of September 21st, 1935, that import certificates for narcotic drugs purchased abroad were no longer being issued by the Ministry for the Interior, but by a special department of the National Health Administration which was now an independent department and was no longer under the Ministry for the Interior.

Replying to a question by Dr. Carrière (Switzerland), Dr. Hoo confirmed that the narcotic drugs imported had to be consigned to the Narcotic Section of the National Health Laboratory and not to private firms.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) confirmed that a translation of the new regulations had been received by the Secretariat and would be distributed during the present week.

The Progress Report by the Secretary was adopted, subject to the above observations.

1094. Examination of the Report of the Sub-Committee on Seizures on the Work of its Eighth Session (document O.C.S.281).

Colonel SHARMAN (Canada), Chairman of the Sub-Committee on Seizures, submitted the report, adding that it had been adopted unanimously by the Sub-Committee, and that every care had been taken to see that all facts and quotations contained in it were correct.

The report was examined chapter by chapter.

¹ For the list of items in question, see page 127.

² See page 127.

III. GENERAL TREND OF THE ILLICIT TRAFFIC.

M. CASARES (Spain), referring to the last paragraph but one of this chapter, gave detailed particulars of the very complete and successful investigations made by the Spanish police authorities as a result of the information received from the United States and showed that this was an isolated instance of trafficking which had been promptly and effectively dealt with, the offender being sentenced to one year's imprisonment, together with a fine. A tribute was due to the wholesale chemists, both at Barcelona and Valencia, for the help given to the police authorities in tracing the offender.

Mr. FULLER (United States of America) testified to the valuable co-operation received from the Spanish Government and police authorities in investigating this case of illicit traffic, which, in the end, had proved to be the work not of a whole gang but of a single individual. He suggested that the reference in the report should be amplified to read as follows :

" A recent development was found in the attempt of a single trafficker in Spain to start, through the agency of a ship's steward and in conjunction with a band of traffickers in the United States, a trade in morphine obtained in an illicit manner in Spain. In a recent seizure in the United States, all the bottles of morphine bore what appeared to be Barcelona tax stamps.

" Fortunately, the Spanish police, acting upon information, took prompt action to discover the supplier (who was found to have obtained the drugs through fraud), and had him brought before the court, which condemned him to one year's imprisonment. The Committee desires to pay a tribute to the prompt and effective action of the Spanish police in this case and calls attention to the co-operation between the national authorities concerned in the case."

Mr. LYALL (Assessor) suggested that the quantity of morphine involved should also be specified.

The Committee adopted the text proposed by Mr. Fuller.

The CHAIRMAN, speaking on the Committee's behalf, asked the Spanish representative to compliment the Spanish police authorities for their successful activity in this matter.

IV. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC.

(x) *Raw Opium.*

M. SEYMEN (Turkey) made the following statement :

" During the proceedings of the Seizures Sub-Committee, I explained the series of disciplinary steps taken by the Turkish Government against offending officials as a result of the investigations made into the case of smuggling to Ethiopia, and I added that the Sub-Committee would be informed of the results of the court enquiry which was proceeding.

" A telegram from the relevant Ministerial department informs me that the Special Tribunal has just sentenced the main offender, Nissim Tchirut, to eighteen months' imprisonment and to payment of a fine equal to three times the value of the opium shipped : £T.60,372, which at the present exchange is equal to about 145,000 Swiss francs.

" I desire to mention this fact in order to show once again what happens in Turkey to international traffickers in dangerous drugs and to show how strictly the Turkish courts intend to apply the legislation on the subject. I think I may state that the Advisory Committee will be favourably impressed in learning that this case of smuggling to Ethiopia, which had so engrossed our attention, has now found a solution which comes up to our expectations and satisfies our requirements."

Mr. LYALL (Assessor) attached very great importance to these cases, which, he believed, involved about eight tons of raw opium, probably intended for manufacturing morphine. If the opium had not reached its destination, it must, undoubtedly, have been transhipped, but the Turkish representative would probably not be able to tell the Committee where it had finally been landed. If the real destination could be ascertained, it would indicate the presence of an illicit morphine or heroin factory.

Dr. CARRIÈRE (Switzerland) suggested that, in view of the lengthy discussion of the case of smuggling into Ethiopia at the Committee's last session,¹ a full reference should be added in the Sub-Committee's report, giving the substance of the Turkish representative's report.

With the approval of the Chairman of the Sub-Committee, the Committee agreed to insert the following additional paragraphs at the end of the section on " Raw Opium " :

" At the meeting where this report was discussed by the Advisory Committee, the Turkish representative read a telegram received from his Government reporting that

¹ See Minutes of the twentieth session of the Committee, document C.277.M.144.1935.XI, pages 43 to 45: 53 to 55: 58 to 61; 62 to 64.

the special court for investigating the cases of smuggling of raw opium to Ethiopia had sentenced the chief trafficker involved, Nissim Tchiprut, to eighteen months' imprisonment and to payment of a fine equivalent to three times the value of the opium smuggled—i.e. £T.60,372 (146,099 Swiss francs).

"The Committee wishes to express its gratification with the effective steps taken by the Turkish Government. It notes, however, that, in addition to the 3,300 kilogrammes sent to Ethiopia, about five tons of raw opium had been shipped under similar circumstances to the Argentine, Panama and Paraguay during 1933 and 1935. It trusts that the investigations at present being made will make it possible to discover the final destination of these various shipments."

M. DE VASCONCELLOS (Portugal) proposed to deal with the reference made to Macao in this section when the annual report for that territory came up for discussion.

(4) *Heroin.*

Dr. CARRIÈRE (Switzerland) pointed out that this section of the report should be completed by a reference to the seizure of 100 kilogrammes of heroin made in a clandestine laboratory in Paris in May 1935.¹

Colonel SHARMAN (Canada), Rapporteur, agreed to make the necessary addition.

VI. SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES.

(a) *Illicit Traffic in Canada.*

The CHAIRMAN complimented the Canadian authorities in the person of the Canadian representative on the success of their energetic efforts to suppress the illicit traffic, and drew particular attention to the heavy penalties imposed.

Replying to a question by Mr. Lyall (Assessor), Colonel SHARMAN (Canada) said that the "actual source of supply abroad" mentioned in paragraph 3 was Japan. A fuller reference to the case in question would be found in Chapter III of the report—General Trend of the Illicit Traffic—² and the Secretariat was in possession of twenty-six photostats of the various documents in connection with the case.

M. TELLO (Mexico) drew attention to the American Government's suggestion that a closer watch should be kept on vessels in port, as Mexican experience showed that cases of smuggling had occurred among the crews of such vessels.

(c) *Illicit Traffic in Latin American Countries.*

M. TELLO (Mexico) explained that a special section of the Mexican annual report dealt with seizures, but he had asked his Government in future to send the special Seizure reports referred to in this section of the Sub-Committee's report.

(d) *Illicit Traffic in France.*

The CHAIRMAN thought the Committee would wish to pay a special tribute to the excellent work of the French Sûreté Nationale so ably directed by M. Mondanel.

M. MONDANEL (France) said that the Committee's appreciation would be a great encouragement to his colleagues.

(g) *Illicit Traffic in Egypt.*

BAKER Bey (Egypt) apologised for the delay in the receipt of his Department's report, and mentioned a very important case of illicit traffic just discovered by the Egyptian authorities, as a result of which several doctors in Cairo and other towns had been arrested, prosecuted and convicted of prescribing excessive quantities of narcotic drugs. The offenders had been sentenced to substantial terms of imprisonment and the payment of heavy fines.

The CHAIRMAN tendered the Committee's congratulations to Russell Pasha and Baker Bey on the success of their campaign against the illicit traffic in Egypt.

Illicit Traffic in Poland.

The CHAIRMAN wished a reference to be included in the Sub-Committee's report to the decision recently taken in Poland not to extend the benefits of a general amnesty to persons having committed offences against the drug laws. This was the case of a certain notorious trafficker named Halpern, who had recently been sentenced by the Polish Court of Appeal.

The Chairman's proposal was adopted.

¹ See document C.278.M.168.1936.XI, page 23.

² *Ibid.*, page 21.

The CHAIRMAN, in declaring the *report of the Sub-Committee on Seizures adopted*, thanked the Canadian representative for his work as Chairman.

He added that the Committee would doubtless wish him to congratulate M. Razet (France) on the publication of the extremely interesting exposition of the French Poisonous Substances Act, copies of which had been distributed to members of the Committee, and also M. Casares (Spain) on his appointment as Permanent Secretary of the Spanish Academy of Letters.

1095. Enquiry regarding the Adulteration of Drugs : Appointment of a Sub-Committee.

Mr. LYALL (Assessor), in connection with paragraph 6 of the section of the report of the Sub-Committee of Seizures relating to illicit traffic in the United States of America,¹ enquired whether adulteration of drugs did not considerably diminish their potency.

Colonel SHARMAN (Canada), agreed that adulteration made a great difference to the effect produced by a narcotic drug, but pointed out that addicts, when purchasing the drug, were unable to ascertain the extent of the adulteration.

Mr. FULLER (United States of America) confirmed that, according to the testimony of addicts themselves, the use of adulterated drugs made the problem of withdrawal much simpler. For the same amount of money, addicts nowadays might get as little as 15% of the real drug; the result was a fall in the amount consumed, more particularly of heroin.

Dr. SCHULTZ (Austria) drew attention to the legal issue involved in the sale of counterfeit or adulterated drugs. In Germany and, he believed, also in Canada, it was provided that persons selling such drugs were liable to be prosecuted as if they had sold the genuine article, while he understood that, in Belgium, the sale of novocaine represented to be cocaine was not a punishable offence.

Dr. CARRIÈRE (Switzerland) observed that total adulteration, which consisted in offering or selling as a narcotic drug a neutral or harmless substance, such as boric acid or bicarbonate of soda or some innocuous substitute (novocaine in place of cocaine), constituted a deception as to the character of the goods, and the question arose whether and in what way total adulteration might be prosecuted and punished. Swiss legislation at present assimilated the sale of a valueless drug as a genuine drug to the crime of swindling. The draft law at present under preparation imposed on the trafficker who put an adulterated drug on sale the same penalties as were imposed on a person selling the drug in its pure state.

M. DE MYTTENAERE (Assessor) reminded the Advisory Committee that novocaine did not come under the Opium Conventions. A panel of Belgian professors had recently, by means of a special method of analysis, succeeded in proving that some novocaine contained 24% of cocaine, which would seem to bring it under the provisions of the Opium Conventions. The process of analysis referred to had been perfected to such an extent that it would be possible to ascertain a cocaine content as low as 0.1%.

BAKER Bey (Egypt) mentioned that, when drug traffickers were arrested in Egypt, an official analysis had to be made of the drugs found. If this analysis revealed the smallest amount of a genuine drug, the offender would come under the provision of the Narcotics Act; if the analysis, however, gave a negative result, no prosecution could be instituted.

M. CASARES (Spain) pointed out that the question had a twofold aspect. There was the case of the swindler who sold a worthless article as a genuine drug, and the case of the addict who was not legally entitled to buy drugs. In view of the discussion which had followed on Dr. Schultz's observations, he suggested the advisability of the Secretariat making a preliminary study of the question of total and partial adulteration of narcotic drugs and the positions at law of sellers and buyers of such substances.

M. MONDANEL (France) stated that, in France, partial adulteration was punishable in the same way as illicit trafficking, while total adulteration came under the provisions of the law on swindling.

M. BOURGOIS (France) pointed out that the question would be of interest to the Conference which was opening on June 8th, and that matters would be expedited if a Sub-Committee were immediately set up to make the study proposed by M. Casares.

Colonel SHARMAN (Canada) pointed out that the Canadian Opium and Narcotic Drug Act of 1929 punished any person who "manufactures, sells, gives away or distributes any drug or any substance represented or held out by such person to be a drug, to any person without first obtaining a licence from the Minister."

This provision, it would be seen, referred exclusively to the person selling, not to the person receiving, the drug.

¹ Document C.278.M 168 1936.XI, page 26

Major COLES (United Kingdom) confirmed that in the United Kingdom a person offering say, bi-carbonate of soda as cocaine, would be liable to prosecution in the same way as if he had offered the genuine narcotic drug.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the Secretariat would require more detailed guidance before embarking on the enquiry suggested. He would suggest that a Sub-Committee consisting of M. Bourgois, Dr. Carrière, M. Casares, Colonel Sharman, Dr. Schultz, and Dr. de Myttenaere be constituted forthwith to co-operate with the Secretariat in deciding the general scope of the enquiry and the subjects to be dealt with in any questionnaire eventually sent to Governments.

The CHAIRMAN suggested that Mr. Fuller should also serve on the proposed Sub-Committee.

M. BOURGOIS (France) thought that a start might be made by drawing up a statement of the countries which already had legislation on the subject, and showing the main tendencies of such legislation.

Dr. HOO CHI-TSAI (China) asked whether, from the experience of the authorities of the United States, the growing tendency to sell adulterated narcotics was due to an increase in the number of addicts or to a decrease in the quantity of drugs.

Mr. FULLER (United States of America) did not think that the number of addicts had increased but believed that it was proving more difficult to get more drugs into the United States of America.

M. DE VASCONCELLOS (Portugal) pointed out that drugs were adulterated in order to facilitate sales. The Sub-Committee might usefully consider how adulteration was actually effected and how far its effects were harmful.

The Committee decided to appoint a Sub-Committee composed as indicated above.

THIRD MEETING (PRIVATE).

Held on Tuesday, May 19th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Iran, Italy and Uruguay.

1096. Discussion on the Statement concerning the Efficacy of the Present Methods of fighting the Illicit Traffic :¹ Text proposed by the Sub-Committee on Seizures.

The Committee decided that the Minutes of this discussion should not be published.

FOURTH MEETING (PUBLIC, THEN PRIVATE).

Held on Wednesday, May 20th, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Iran, Italy and Uruguay.

1097. Examination of the Progress Report by the Secretary (continuation).

V. CAMPAIGN AGAINST THE SPREAD OF ADDICTION AND THE ILLICIT TRAFFIC IN DANGEROUS DRUGS : MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC AND SUPERVISION IN THE LARGER SEA-PORTS.

Mr. FULLER (United States of America) made the following statement :

The question of surveillance of ships in port is one which, in my opinion, deserves careful attention by all Governments and by all ship operators, and it is suggested that exchanges of

¹ For the final text of this Statement, see the report to the Council on the Work of the Twenty-first Session of the Committee (document C.278.M.168.1936.XI, page 20).

views on the subject between police and Customs administrations would be to mutual advantage. The problem seems to call for co-operation between Government agencies, ship operators and, possibly, labour unions, and it is my desire to place before you to-day a few general suggestions as to possible practical measures.

1. Measures suggested for Government Control.

(a) Steamship Fines.

I would suggest that the most effective deterrent in preventing the smuggling of narcotic drugs on ships is for Governments to place the burden of responsibility on steamship owners by heavily fining the masters of vessels for drugs which have not been manifested as cargo and which are found on board their ships. I believe that the United States Government is the only Government to pursue this policy. Our experience has been that these fines constitute the only measure which has effectively brought home to the steamship companies the necessity for maintaining adequate measures to prevent narcotic drugs from being placed on board ships *en route* to the United States. The fines are very high : \$25 an ounce for prepared opium and \$50 an ounce for morphine or heroin, or an equivalent morphine content in the case of raw opium.

I have noted with a great deal of interest the many large seizures effected on board steamships arriving in various foreign ports and the absence of a fine assessed by the Governments concerned. If a practice similar to that which is in force in the United States were to be followed elsewhere, I believe there would be a tightening-up of the enforcement measures employed by steamship companies. The measures to be carried out by steamship companies will be detailed later.

Among other Government measures may be mentioned :

(b) Coast-Guard Patrol.

A method which has been found very effective in ports where smuggling traffic is active is to have coast-guard cutters trail vessels into ports from well off shore, and also to trail the vessel as it is outward bound, in order to prevent throwing-off of contraband narcotic drugs at points where smugglers are waiting nearby to pick up the contraband. A marked diminution in this type of smuggling has been noted in the North-West Pacific Coast area, where it was the usual practice to throw overboard, with buoys attached, packages of narcotic drugs which were later picked up by speed-boats and other small craft.

(c) Customs Inspection of Passengers' Baggage.

Recent developments have shown that ingenious methods are now being used by passengers in effecting smuggling of narcotic drugs. A recent case involving Philip Eidelman is of interest.¹ He arrived in the United States with a trunk which had been constructed for the concealment of heroin. He had made several smuggling trips before being apprehended. The Customs inspector measured the length of the trunk drawer alongside of the trunk width and found a discrepancy of approximately one inch which would not ordinarily be noticed. In that trunk a large quantity of heroin was concealed, the profits accruing evidently being sufficient to pay for a trip across the Atlantic and return to New York, with profit to the smuggling gang. Fortunately, the source of the drugs involved in this case was uncovered by the excellent work of the French police.

Now that a large part of smuggling appears to have dwindled from cargo lots and large lots in merchandise to lots which can be concealed in baggage, special instructions should be issued to all Customs inspectors to be particularly on the alert during inspection of the baggage of passengers and crew.

(d) Government Rewards.

The United States Government offers rewards to persons giving information on shipments of narcotic drugs that are seized on board ships in American waters. These rewards are substantial, and, if every Government were to follow the same practice and to disseminate information as to rewards offered, it is thought that a considerable quantity of valuable information would come in as a result of public knowledge of monetary consideration for information resulting in seizures.

(e) Warnings.

Warnings as to penalties that apply to smuggling by passengers and seamen should be posted in conspicuous places on passenger and freight ships. The warning used by the United

¹ Document O.C.S.278.

Kingdom Government is a very good example, and with the United Kingdom representative's permission I propose to pass round copies of this warning.¹

2. Measures suggested for Adoption by Steamship Companies.

(a) *Mutual Black List.*

Steamship companies throughout the world could to advantage maintain a mutual black list containing the names of seamen who have been implicated in the smuggling of narcotic drugs. While there is some vague exchange of information respecting undesirable seamen between steamships operating in the Far-Eastern trade, this black list should unquestionably be extended to cover the entire world. Sailors of all nationalities are employed on ships of all nationalities, and the establishment of a black list would work to extreme advantage in preventing these violators from continuing their trade, particularly since they have expert knowledge of the methods employed. An instance is that of Rheinhold Otto Thomas, a seaman on board the s.s. *Exilona*, who had a known record for smuggling narcotics. Many cases of this kind can be cited.

(b) *Rewards.*

Steamship companies could accomplish a great deal if they offered rewards to informants in the crew and on shore for information leading to seizure of contraband narcotic drugs, such notice of rewards to be posted at conspicuous places on board ships and on decks in order to attract the attention of persons having knowledge of intended contraband or of concealed contraband and to act as a deterrent.

(c) *Baggage.*

No trunks, boxes or other packages in the nature of baggage not capable of being carried by hand should be passed over the gang-plank at any time while the vessel is tied up to the wharf or dock, but should be put over the side under the supervision of the baggage-master, his assistant, or a cargo-checker.

All trunks, suit-cases, boxes or other packages in the nature of baggage delivered to the vessel by transportation companies, express companies, hotel porters, shop messengers, or any person other than a passenger, should be plainly marked with the passenger's name and cabin number, should be received and *receipted for* by the ship's baggage-master, or officer acting as such, and should be immediately sent either to the ship's baggage-room or the passenger's cabin. No such pieces of baggage should be allowed to remain on the decks or passageways of the vessel. Baggage received on board which is not plainly marked should be sent to the ship's baggage-room to await a claimant.

(d) *Labour Unions.*

In the Far East particularly, the Occidental members of crews of steamships operating to the Pacific Coast of the United States are permitted to come on board carrying suit-cases without inspection of such cases by the ship's officers. This exemption, I understand, is due to the demand of the labour unions, who thereby hamper efforts to prevent smuggling by members of the crews. It is recommended that the labour unions be asked to discontinue their present position, which prevents these inspections. A labour union only hurts its cause by facilitating the smuggling of narcotic drugs in this manner. I have been informed that the inspection of the baggage of Occidental seamen boarding ships in Oriental ports would result in a strike of the seamen, thereby tying up the vessel. If the matter were properly placed before them, it would seem that such a ridiculous state of affairs could hardly be tolerated by the seamen's unions. Perhaps the International Labour Office could be of help in this matter.

(e) *Measures for Vessels in Port.*

The policing of vessels while in port should be under the direct charge of a "port captain" or of the office of the resident agent of the steamship company, and such port captain or agent should be held responsible for the proper policing of the vessel.

(i) *Guards.*

(1) Maintenance of a sufficient number of guards on vessels at all hours of the day and night.

¹ The notice in question is worded as follows :

"Warning to Seamen : Any person found smuggling into Great Britain opium, cocaine, morphine, heroin or ecgonine, or their preparations or derivatives, is liable on conviction to a £1,000 fine and ten years' penal servitude."

(2) Such guards to be placed at points of vantage on all decks and be required continuously to patrol their allotted deck space.

(3) Guards to be placed at off-shore cargo doors at all hours. Nothing in the nature of unmanifested cargo should be permitted to pass through these doors. An assistant freight-clerk or checker should be on duty in the near vicinity of these doors.

(4) Guards to be placed at the end of the gangways both fore and aft. These guards should be on the alert and not have their attention diverted by entertainment of friends and by gossip with outsiders. One of their functions should be to scrutinise as carefully as possible, without giving offence, such hand-baggage and/or parcels as are carried over the gang-plank by passengers, especially during the period of time when vessels are discharging or taking on cargo.

(ii) *Harbour Patrols.*

An efficient harbour patrol should be maintained by the steamship companies in all large ports to prevent the unauthorised contact of smaller craft with passenger and freight ships. These patrols should be especially vigilant at night, when it has been found from practice that contacts are frequently attempted.

Patrol-boats on "off-shore" duty while vessels are alongside should be kept moving and not allowed to tie up to the vessel. When vessels are anchored in the stream, patrol-boats should keep off sampans, beggar boats, and such craft as are not actually engaged in loading and unloading cargo or supplies at the proper places for such loading and unloading. At no time should sampans, beggar boats, or other craft be allowed to hook on or tie up to vessels' sides.

While vessels are in port, an officer, either the captain, first, second or third officer, should be aboard the vessel at all hours, according to their respective "watches" while at sea, to assist in maintaining supervision over the guarding of the vessel.

(iii) *Visitors on Sailing Days.*

The practice of permitting an unlimited number of visitors to board steamships on sailing days is the practice which tends most to facilitate the landing of contraband narcotic drugs. On the arrival of any ship from a foreign port, it is the usual practice to throw about the passengers and crews a Customs surveillance of the most rigid kind. Immediately thereafter, Customs surveillance is very greatly relaxed as compared to the 100% rigid inspection upon arrival. On sailing day, visitors crowd the vessel and often return to shore without Customs surveillance or Customs inspection. How very simple it is for either passengers or members of the crew to conceal or have concealed narcotic drugs on board until sailing day, when the average visitor can go on board and remove considerable quantities in smuggling waistcoats or other means of concealing drugs on the persons of visitors. For instance, the sailing of vessels of a steamship line operating to the Orient is quite an event in San Francisco. These vessels usually sail about four o'clock in the afternoon. Actual counts have been made, and it has been found that on some occasions, within one hour's time, one thousand persons will board these vessels going abroad, visiting the ship and passing down the gangways. This practice is, of course, not confined to ships leaving San Francisco for the Far East, but is equally true of ships leaving the Atlantic seaboard. I venture to say that this practice is also indulged in in the large ports of many countries where there is considerable passenger traffic. Naturally, the steamship lines permit this practice, as it means considerable advertisement for prospective passengers, but the practice is unquestionably offset by the harm, such as unfavourable publicity and fines, which accrue to the steamship company when seizures are eventually made.

(f) *Searches.*

At least four systematic searches should be made of the vessels *en route* after leaving ports on long voyages.

(g) *Undercover Work.*

Undercover work by reliable detectives employed by steamship companies is necessary to detect smuggling operations and syndicates that are operating on board ships, and to accomplish this purpose it is suggested that steamship companies employ reliable detectives to make trips as members of the crew or passengers on vessels, in order to reveal smuggling activities. This plan has been tried and has met with great success.

(h) *Masters-at-Arms.*

It is essential that large vessels should carry special masters-at-arms whose duty it should be to search ships on all voyages and to report on all smuggling activities. Masters-at-arms, one for each watch, should have a detailed map of the ship's construction, and should check each day the various points searched in order that no part of the ship be overlooked in which narcotic drugs can be concealed.

(i) *Measuring-rod of Steamship Enforcement.*

The Canadian Pacific Steamship Company unquestionably maintains the best system of preventive measures known. The company spends a great deal of money yearly to prevent smuggling of narcotics by its ships. All its vessels are free from contact by unauthorised craft in the Far East. It is the opinion of expert observers that the Canadian Pacific system could well be taken as the measuring-rod to be maintained by every steamship company.

The United States representative, in conclusion, recommended that the question should, at the appropriate moment, be given further consideration by the Advisory Committee.

The CHAIRMAN thanked Mr. Fuller for the valuable contribution made to the Committee's discussions.

Mr. HARDY (India), had been greatly interested in the statement made by the representative of the United States, as he himself had some personal experience of the way in which the problem was handled in India. He might say that nearly all the remedies suggested by Mr. Fuller had been tried, some proving successful, others less so.

As regards "steamship fines", in India the master of a vessel was responsible for the cargo shown on his manifest and for seeing that duty was paid thereon. If the manifested cargo was not produced, the master had to pay the estimated duty, and he was also liable to be fined for carrying unmanifested cargo. In order not to delay vessels, it was usual, as a matter of practice, for the owners or their agents to give a bond guaranteeing payment of all such charges, so that, if any contraband was found on board, the Customs collector could have recourse to the ship's agents. Steamship owners naturally resented having to pay fines in such circumstances, pointing out that the authorities kept the vessel under supervision by their Customs officials, and, if they could not keep contraband off the ship, they could hardly expect the owners to do so. It was also urged that, in the case of Oriental crews, repressive measures would react on the personal safety of the ship's officers. The Customs authorities, naturally, had to bear all these considerations in mind, and, in practice, fines imposed on steamship companies had not been found a very effective deterrent, as they were not paid by the guilty party.

As regards the offering of rewards for information leading to the seizure of contraband, an Act of 1878 provided for the payment of such rewards based on the value of the goods seized, such value being calculated, in the case of contraband, at the rates current in the illicit traffic. One drawback of this method, of course, was that there was often no return for the money expended. Hence the recent decision in India to purify seized cocaine and issue it to hospitals for legitimate consumption. Though no profit was made on the cost of purification, there was a small saving in the expenditure of the medical department.

In India, the authorities had for some ten years past used printed warnings similar to those issued by the United Kingdom authorities. Those notices were posted in prominent places in wharves and docks and copies were also handed by pilots to masters of vessels on arrival, to be posted up in the ship itself. The maximum penalties imposed in India were three years' rigorous imprisonment and a fine equivalent to three times the value of the goods seized. This method had given useful results.

As regards the suggestion that Revenue cutters should trail ships arriving and leaving so as to prevent drugs being thrown overboard, this practice had been adopted more especially at Calcutta and Rangoon, where there was a long river passage of from twenty-four to forty-eight hours' duration before the vessel actually berthed. This measure increased the chances of making successful seizures on the vessel's arrival, but it meant that the crews of such cutters were absent from their headquarters for long periods and in their spells of enforced idleness were more susceptible to bribery.

In Indian ports, the restrictions imposed on visitors to steamships were rather severe; such persons were generally admitted only if they held a pass from the authorities, and a close watch was always kept on the gangways. In the case of vessels suspected of carrying contraband, particularly those from Far-Eastern posts, the harbour police and Customs preventive patrols kept a watch day and night and there were always Customs officials on board to see that no unauthorised goods were received or discharged.

In conclusion, Mr. Hardy pointed out that the problem was not one which could be solved everywhere on uniform lines. Even in India, the arrangements at Calcutta and Rangoon, which were river ports, differed considerably from those obtaining in the three great seaboard ports. In any suggestions that might be circulated for a general scheme of supervision of ocean-going steamers, allowance should always be made for the special conditions obtaining locally.

M. TELLO (Mexico) said that, in Mexico, most of the contraband drugs were smuggled into the country from foreign boats. Mexican law also held the steamship companies' agents

or the master of the vessel, as the case might be, responsible for goods not included in the manifests. He noted from the poster which had been passed round for inspection that, in the United Kingdom, heavy fines were imposed on smugglers of drugs. Would it not be possible to impose similar penalties on the persons responsible for exporting the drugs so smuggled?

The representative of the United States of America had suggested referring one aspect of the problem to the International Labour Office. He would remind the Committee that, on October 6th next, the Maritime Conference would hold one of its infrequent sessions at Geneva. He suggested that steps be taken to see whether the problem raised by the United States representative could not in some way be examined at the forthcoming session of the Conference, even though its agenda had already been prepared.

The CHAIRMAN noted the interesting suggestion made by the representative of Mexico and intimated that the Secretary would communicate with the International Labour Office in the sense proposed.

Mr. FULLER (United States of America) fully agreed with the Vice-Chairman that conditions varied from port to port and that no single cast-iron scheme could be generally adopted. He added that he had personally been impressed in India by the thorough inspection made, not only on arrival and sailing days, but also throughout the whole stay of a vessel in an Indian port.

Mr. LYALL (Assessor) could, from his own experience, fully bear out the remarks of the representative of the United States of America on the danger of visitors smuggling narcotic drugs ashore from vessels in port.

During forty years' service as a Customs official, he himself had always imposed a fine when a vessel was found to be carrying large quantities of contraband drugs, but had considered it unfair to penalise the master of a vessel on which small quantities were concealed.

Colonel SHARMAN (Canada) said that the Canadian authorities had devoted much time and money to supervising vessels in Canadian ports and had also found it a useful deterrent in some cases to escort a vessel out to sea with an aeroplane. He added a detailed description of the ingenious devices adopted when dumping drugs at sea or in harbours and for establishing communication between the vessel and the land. No single precaution, he concluded, was of much value by itself; every possible loophole had to be closed and the strictest control maintained.

He greatly appreciated the tribute paid to the Canadian Pacific Steamship Company in Mr. Fuller's statement. The company had consulted the Canadian Federal authorities, who, after a series of careful investigations, had elaborated a system which was adopted and put into effect by the company. Three trained masters-at-arms on each vessel were employed to prevent narcotic drugs from entering or leaving it. They were supplied with, and made a careful study of, the Opium Committee's seizure reports (hence his request that full particulars should always be given of the places in which narcotic drugs had been found on board steamers). One advantage of such a system, of course, was that it minimised the risk of steamship companies having to pay heavy fines for carrying contraband.

Dr. Hoo Chi-Tsai (China) thought the Committee might be interested to hear of a scheme which, after a successful trial in Kiangsu, was now being adopted by the central authorities in charge of the campaign against the illicit traffic.

Five dogs (three of the German wolf-hound and two of a Chinese breed) had been given four months' training and two months' special training in drug detection. During one year these dogs had helped to trace twenty cases of drug trafficking in which some sixty persons were implicated. The method usually adopted was to use the dogs in railway-stations and in ports where individual searches were impossible but where the dog's keen and specially trained sense of smell often led to the discovery of persons carrying narcotic drugs. The dogs were also employed when houses and boats were searched for drugs.

As police authorities in other countries were making increasing use of specially trained dogs, his report on the experiments made in China might, he thought, prove of interest.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) asked the United States representative whether, as the result of the imposition of fines, steamship companies were taking any steps to insure against the risks of such fines being imposed.¹

Could Dr. Hoo also say whether the police dogs used in China were successful in tracing traffickers in such drugs as morphine or heroin?

Mr. FULLER (United States of America) was not aware of any insurance policies having been issued for the risks described by the Director.

Dr. Hoo Chi-Tsai (China) replied that, according to his information, the dogs were trained to distinguish manufactured drugs also (which they found perhaps during their training by the smell of the packing), but the twenty cases reported referred to raw or prepared opium.

¹ See page 14.

The CHAIRMAN thought that the extremely interesting discussion which had followed on Mr. Fuller's statement would enable the Secretariat to submit practical conclusions for the consideration of the Committee at its next session.

(The Committee went into private session.)

1098. Illicit Traffic : Clandestine Manufacture of Drugs.

The Committee decided that the Minutes of the discussion should not be published.

FIFTH MEETING (PUBLIC).

Held on Wednesday, May 20th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Italy and Uruguay.

1099. Illicit Traffic : Smuggling of Narcotic Drugs through the Post: Memorandum prepared by the Secretariat (Document O.C.1630).

Colonel SHARMAN (Canada) said that the problem in question was still a very pressing one. He had recently presented for distribution a document concerning the discovery in Canada of magazines containing narcotics which had been sent by post from Hong-Kong. An interesting point in those cases had been that in every instance the address of the sender had proved to be false. The packets bore an address in English to a company in Vancouver, but there was an additional indication in Chinese, giving the name of the true consignee. The Canadian authorities had been able to trace the true consignees and to notify to the Government of Hong-Kong the real names of the senders. They had also identified a man who had been canvassing for so-called subscriptions to the magazine, and who had sent considerable sums of money to Hong-Kong. On hearing that he had been traced, this man had thought it best to leave the country as quickly as possible.

Dr. Hoo Chi-Tsai (China) informed the Committee that, in February 1936, the Government of China had issued a new decree providing for collaboration between the postal and the narcotics authorities in the matter of examining postal parcels and packets. He had communicated a translation of this decree in document O.C.1639.

Further, the preliminary report of his Government for the year 1935 contained a detailed table of seizures of that kind effected in China.

Supervision exercised over Post-office Boxes.

BAKER Bey (Egypt) said that he had received a communication on that subject from the Postmaster-General of Egypt, which stated that private applicants for post-office boxes must present a written application endorsed by someone personally known to the postal official concerned. Firms applying must present their articles of association or, where no registered deed existed, must be recommended by one of the well-known banks or by the competent consulate or the Governorate. The object of these latter stipulations was to prevent, as far as possible, the renting of private letter-boxes by fictitious firms.

1100. Specialised Police Services to combat the Illicit Traffic in Narcotic Drugs (Document O.C.1627).

The CHAIRMAN asked whether any members of the Committee wished to give additional information to that contained in the document.

M. CASARES (Spain) said that Spain had a specially trained police squad for the suppression of smuggling, consisting of ten officials at Madrid and of others at Valencia and in the north. They were given special warrants, and were sent to any places where it was considered that the local police officials were too well known by sight.

Dr. Hoo Chi-Tsai (China) said that the Opium Suppression Supervision Board in China had a special police force. He had asked his Government for a report on this subject and would communicate it as soon as received.

Dr. CARRIÈRE (Switzerland) explained that, if the Swiss authorities had not hitherto felt it necessary to establish a specialised police for the supervision of the illicit traffic in drugs, they nevertheless had at their disposal a certain number of police officials who dealt specially with these questions and to whom recourse might be had in case of need.

BAKER Bey (Egypt) said that two additional bureaux had been created, for Upper and Lower Egypt respectively, under the control of the central office at Cairo. It was thought that they would prove very useful in dealing with types of cases in which formerly the central office would have had to send its own officials. While only small quantities of drugs were involved in those provincial cases, such quantities would, if allowed to pass unchecked, greatly increase the total illicit consumption. It was hoped that the creation of those bureaux would do much to improve the internal situation in Egypt.

M. CASARES (Spain) recalled that, at the meeting of the Council at which the date for the forthcoming Conference had been fixed, the representative of Spain had suggested that the Conference might make a recommendation concerning the formation of specialised police forces of that type, and he asked the Committee to endorse this suggestion. M. Casares wished to suggest further that the Committee should consider the possibility of giving a trial to a system—which had already given admirable results in the field of health work—of interchange of officials between different countries.

The CHAIRMAN thought the latter suggestion a very interesting one. He would ask the delegates of countries which had specialised police forces to give their views on it.

BAKER Bey (Egypt) said that the Egyptian services had received many visits from officials desiring information on their methods. Egyptian officials would be most ready to accept an invitation to go to Spain to learn of the methods employed in that country.

Mr. ANSLINGER (United States of America) thought M. Casares' suggestion a very valuable one. There was much co-operation of that kind between Canada and the United States. Specialised Japanese police officials had visited Washington to study the question of the doping of race-horses. The exchange of police between countries was valuable when traffic crossed frontiers.

Colonel SHARMAN (Canada) said that the Canadian authorities had, in 1935, received a visit from an official in the Chinese civil service, and had been very glad to give all the information they could.

Major COLES (United Kingdom) said that the United Kingdom authorities had received a visit from an official in Japan, who had come to study methods, including the keeping of records.

M. CASARES (Spain) said that he was glad to note the support which his proposal had received. He suggested that the Committee should include a reference to it in the report, and should also recommend that the forthcoming Conference should pass a resolution in favour of the adoption of the system.

M. RENBORG (Secretariat) reminded the Committee that all decisions taken by it must first be approved by the Council. The next session of the Council would not be held until after the date on which the Conference was to begin. It would be open, however, for the delegate of any Government at the Conference to bring the matter up at the Conference itself.

The CHAIRMAN said that the Spanish representative's proposal would in any case be mentioned in the report to the Council.

He suggested that the document on specialised police services should be sent to Governments for information.

The Chairman's proposal was adopted.

1101. Illicit Traffic : Co-operation of Seamen's Unions in the Prevention of Smuggling at Ports.

The CHAIRMAN recalled that Mr. Fuller (United States of America) had referred, at an earlier meeting,¹ to the question how to secure the co-operation of seamen's unions for the prevention of smuggling at ports. Mr. Weaver, representing the International Labour Office, had kindly consented to advise the Committee as to how it might best bring the question to the notice of the forthcoming Maritime Conference.

Mr. WEAVER (International Labour Office) explained that the work of the Maritime Conference related only to maritime labour questions and had no direct bearing on opium-traffic questions. With regard to the special point which had been raised, he regretted that he was not in a position to state definitely what the best procedure would be. He would suggest, however, that the Committee should send a report on the matter to the International Labour Office, asking in what way the desired co-operation could be given, and that it should also get in touch with the seamen's representatives on the Joint Maritime Commission. That was a permanent Commission which examined any matter which it was proposed should be brought before the Conference.

¹ See page 15.

At all Labour Conferences, resolutions could be introduced only by delegates. Official resolutions, as such, could be introduced only in connection with questions included in the agenda.

Mr. FULLER (United States of America) suggested that the Committee should refer to the matter in its report and should transmit the relevant passage to the International Labour Office. The Labour Office might then draw the attention of the seamen's representatives to the measures that might be taken.

The CHAIRMAN was not sure whether it would be possible at that late date for the question to be placed on the agenda of the Maritime Conference. He was sure, however, that the International Labour Office would take up the matter in some form, so as to enable the seamen's unions to be informed of the cases of trafficking which occurred during the unloading of ships and of the need for examining seamen's baggage.

Mr. WEAVER (International Labour Office) explained that only questions relating to labour conditions could be placed officially on the agenda of the Conference. He thought that the best method for the Committee to adopt would be the one he had suggested : to bring the question semi-officially to the attention of the Joint Maritime Commission through the representatives of the seamen's unions.

M. TELLO (Mexico) recalled that the Maritime Conference met only rarely, at intervals of six or seven years. He agreed that the question did not lie directly within the scope of the International Labour Office, but the latter concerned itself with anything that endangered the health and welfare of workers, and even the problem of opium was not foreign to that ; this was proved by the fact that the Governing Body would submit to the next International Labour Conference a report on opium and the workers. He thought that, in the interests of humanity in general and of seamen in particular, it would be desirable to take the opportunity afforded by the meeting of the Maritime Conference to ascertain the opinion of sailors and ship-owners, and ask for their co-operation.

The CHAIRMAN thanked the representative of the International Labour Office for his assistance. He noted that there were difficulties regarding procedure, but he hoped that the seamen's representatives would, in the interests of their own unions, endeavour to take some action in the matter.

Mr. Fuller's proposal was adopted.

1102. Illicit Traffic : Imports and Exports of Acid Acetic Anhydride (Document O.C.1593(a)).

M. RENBORG (Secretariat) recalled that the Secretariat had some time previously asked Governments to furnish information regarding imports and exports of acid acetic anhydride. Some of the information which had been received had been given in document O.C.1593. The document now before the Committee contained supplementary information.

The Committee would see that some Governments had furnished the statistics which had been asked of them ; that some, which had been wholly or partly unable to supply figures for the past, had stated that they would give them in the future ; and that others had stated that they were not able to furnish the statistics requested, mainly for technical reasons, because of the absence of a separate heading in the trade statistics.

In the circumstances, he thought the Committee should take a decision as to whether or not the enquiry should continue. In that connection, he would draw the attention of members to the observations made by the Secretariat on pages 3 and 4 of document O.C.1593(a).

Colonel SHARMAN (Canada) agreed that, even if the enquiry were desirable, the Committee must consider whether the response of the Governments had been such as to warrant its continuation. He noted that, of the importing countries, less than half had sent in statistics, and that, of the principal exporting countries, one had not sent in any reply at all. He therefore doubted whether it would be possible to make a satisfactory survey of the question.

M. DELGORGE (Netherlands) said that his Government had stated that it was not in a position to give statistics concerning acid acetic anhydride, since the insertion of a separate heading for that drug in the trade statistics would involve administrative difficulties and expenditure, without securing any real results. His Government had also stated that it might be difficult to distinguish that substance from other similar substances, and that hence the drug could easily be imported and exported under a false name. He believed, moreover, that the substance was not indispensable for the manufacture of heroin. He thought, therefore, that expert advice should be obtained on the special points referred to by the Secretariat.

Dr. Hoo Chi-Tsai (China) said that, at the request of the Advisory Committee, he had himself suggested to his Government that a special heading should be included in the Customs statistics for imports and exports of acid acetic anhydride. This had been done as from January 1st, 1935. His Government had said that acid acetic anhydride was imported into China for the legitimate trade, that the substance could be produced in the country itself, and that it would be very difficult to prevent its clandestine importation.

China had furnished very detailed statistics of exports and imports. Colonel Sharman had referred to the failure of certain countries to send in statistics regarding the drug. He thought it would be unfortunate if the Committee, solely because it had not received a sufficient number of statistics which it had requested concerning a certain drug, were to say that those statistics need no longer be sent in. Dr. Hoo suggested that the Committee, while not attaching undue importance to this particular drug, should continue its enquiry.

BAKER Bey (Egypt) said that his Government had asked him to present the following statement, primarily for consideration by the appropriate expert authorities, and in the second place as a matter of possible interest to members of the Committee :

" In the manufacture of heroin, acid acetic anhydride can be replaced by acetyl chloride. This product, which, in appearance, colour, smell, irritation of eyes and chemical constitution, is very similar to acid acetic anhydride, is of course used in considerable quantities in all industrial countries of the world (i.e., in countries which have a highly developed chemical industry), especially for the manufacture of different dycstuffs (the so-called aniline dyes), etc., as well as for the preparation of war gases. On the contrary, the use of acetyl chloride in certain other countries is limited to chemical analysis and experimental chemistry in the schools and laboratories only, and the quantity used is in no case likely to be higher than 100-200 kilogrammes per annum for any of these countries. Any bigger importations of acetyl chloride to countries such as these must have a suspicious significance.

" It has been established from medical and chemical viewpoints that the benzoyl- and ethyl-derivatives of morphine are very similar to heroin and that addicts can use either benzoyl- or ethyl-morphine instead of heroin without any discomfort. Both products have been manufactured for many years.

" Benzoylmorphine (otherwise called peronine) needs for its manufacture benzoyl chloride. About benzoyl chloride the same can be said as about acetyl chloride, and it may be considered as a still rarer product, which has absolutely no reason for appearance in countries which have no large organic chemical industries."

Colonel SHARMAN (Canada) felt obliged to point out that the Committee was not, in actual fact, receiving the statistics for which it had asked concerning acid acetic anhydride.

It was easy for Governments to give statistics regarding well-known categories of drugs, but it was exceedingly difficult to give them in the case of a new category such as that particular product. The calculations entailed were very complicated and Customs authorities were naturally reluctant to undertake them.

It had been found in Canada that, over a period of five years, the total annual amount exported and imported had never exceeded 60 kilogrammes, and it was quite probable that the cost of ascertaining that fact exceeded the value of the acid involved. The figures obtained did not always, moreover, provide a reliable basis on which conclusions could be reached regarding the possible diversion of the drug (acid acetic anhydride) into the illicit traffic. For instance, the exports of the drug from Canada to the United Kingdom (reported to the authorities subsequently to the date on which the statistics for 1935 had been completed), although very large, had certainly been perfectly legitimate.

Since the difficulties of compiling those special statistics were so great, there would have to be co-operation on the part of all Governments if any real results were to be achieved. It must be remembered also that only one part of the world was affected by the problem.

Mr. FULLER (United States of America) said that the question was of great interest to the American authorities. They had long ago received reliable information to the effect that clandestine manufacturers were always very nervous that they might be betrayed through their supplies of acid acetic anhydride.

In Bulgaria and in China, there was no manufacture of either aspirin or artificial silk. Imports of the drug into those countries provided, therefore, a very valuable index.

Mr. Fuller then read the following statement :

" The American representative is reliably informed that imports of acid acetic anhydride at Shanghai during the calendar year 1934 totalled 24,100 kilogrammes. This quantity is sufficient for the production of from 12,000 to 24,000 kilogrammes of heroin—that is to say, from 2,222 million to 4,444 million average medical doses, or from twelve to twenty-four times the amount required by the entire world to supply its annual needs for medical and scientific purposes.

" The provenance of imports into Shanghai in 1934 was : 12,475 kilogrammes from Japan ; 8,500 kilogrammes from Germany ; 3,125 kilogrammes from France ; making a total of 24,100 kilogrammes.

" It has been estimated that the total licit and illicit importation into China, exclusive of Manchuria in 1934 was 50,000 kilogrammes, or enough to produce from twenty-five to fifty times the world's legitimate annual requirements of heroin.

" The American representative is also reliably informed that the total licit importation into China, exclusive of Manchuria, in 1935 was 31,900 kilogrammes. This quantity is sufficient for the production of from sixteen to thirty-two times the entire world's legitimate annual requirements of heroin. Of this import, 26,700 kilogrammes, or 83.8%, was imported at Tientsin in North China, 4,055 kilogrammes, or 12.5%, at Shanghai, and 1,000 kilogrammes, or

3%, at Hankow. Importations at South China ports were very small and were probably intended for the one normal legitimate use to which this substance is put in China. Of the total import, 26,700 kilogrammes came from Japan, 80% of which was entered at Tientsin, while 4,500 kilogrammes, all entered at Tientsin, came from France.

"It should be borne in mind, however, that the above figures do not include acid acetic anhydride smuggled in or landed free at northern ports or at Amoy and Foochow, where smuggling has been rife and where the Customs have been subjected to interference. No definite information is available concerning imports into the Kwantung Leased Territory, Manchuria and Jehol for the manufacturing establishments known to be operating in those areas. It is estimated, however, that the smuggled acid acetic anhydride—both that landed free and that imported into the Kwantung Leased Territory, Manchuria and Jehol—would bring the total quantity brought into China north and south of the Great Wall up to at least 60,000 kilogrammes. As neither aspirin nor acetic rayon are manufactured in that area and as the maximum quantity used for dyeing is not likely to exceed a ton, this is taken to indicate the per annum manufacture of heroin in that area as from thirty to sixty times the entire world's legitimate annual requirements of that drug.

"In addition to licit and illicit import, however, there appears to be a new development which should be taken into account. It is reported that, in 1935, the manufacture of acid acetic anhydride on a large scale was conducted in Shanghai by a local chemical manufacturing company which has a production capacity of some 250 metric tons of the substance per annum. It is possible that the installation in Shanghai of a local source of supply may account for the drop in imports at that port from 24 tons in 1934 to 4 tons in 1935. At any rate, the actual output of this local factory should be taken into account in addition to imports."

Mr. Fuller added that, at the time of the discussion on the situation in China, he would ask for supplementary information regarding the position in Hankow.

M. DE MYTTENAERE (Assessor) thought that the Committee should be very careful to deal only with products which, under its terms of reference, it could properly discuss. To take one country as an example, there was considerable manufacture in Italy of various varnishes and of other semi-chemical products for which acid acetic anhydride was employed.

It was for the Committee to see what narcotic drugs actually came into the illicit market. It was not called upon to consider products which, although liable to be used for the manufacture of narcotics, might also be used for other purposes.

Dr. CARRIÈRE (Switzerland) stated that the Swiss authorities would willingly furnish information as to exports of acetic anhydride; but they had encountered certain difficulties owing to the fact that the Swiss Customs statistics had no special category for this substance. Moreover, the manufacturers were reluctant, for commercial reasons, to furnish information. If, however, the Committee thought the question was really of importance from the point of view of the illicit traffic in drugs—there seemed to be some doubt in many minds on the subject—he was ready to make further efforts.

Mr. HARDY (India) said that, when the question had first been raised, he had warned his colleagues that the request for statistics might involve more difficulties than were realised, and might only irritate the services concerned, and even make them less willing to give information on other really essential subjects.

The Government of India had said that it was impossible to give figures for the past, but that it would send in figures as from 1935. He supposed that, in the case of Canada, the authorities must have compiled their figures for the past by means of a laborious examination of invoices. In the case of India, however, such invoices were returned to the owners.

He knew that there were large imports of the substance to China and that the Committee was anxious to trace their source. He doubted, however, whether the question could be solved by asking other Governments for their export statistics. In most countries, export duties were few, and therefore the Customs officials concerned did not usually check declarations at the time of export, unless there was any special reason for suspecting false declaration. Moreover, if it became known that the Customs authorities were keeping a special check on exports of the drug, the importer would merely misdeclare the drug, smuggle it, or introduce another article which could be used for the same purpose.

It seemed, therefore, that the figures which the Committee would obtain as a result of a formal enquiry were likely to be much less accurate than those which it was already in a position to obtain.

Mr. FULLER (United States of America) agreed with M. de Myttenaere that the Committee should concern itself with the source of supply of drugs actually circulating in the illicit traffic. It was desirable, therefore, in countries where clandestine manufacture was suspected, to watch

imports of acid acetic anhydride, as statistics of those imports might bring to light the illicit manufacture of heroin in certain countries.

M. CASARES (Spain) said that it had never been intended to exercise a control over the exports and imports of that particular substance in the case of every country. There were certain countries which required the substance for the manufacture of colouring matters or of artificial silk. He thought, however, that the question might be kept on the agenda, so that the Committee might enquire into the position regarding it in countries which had no such requirements.

Dr. Hoo Chi-Tsai (China) pointed out that, in the report to the Council on the work of its twentieth session¹, the Committee had definitely intimated that it would consider continuing to compile and publish statistics relating to acid acetic anhydride and caffeine. The Chinese representative reserved his right to discuss the latter substance also.

In the same passage of the report, the Committee had also drawn attention to the request of the Shanghai Municipal Council, urging restriction of the importation of those substances. He thought, therefore, that the Committee should also express itself on this question.

He would reply to Mr. Fuller's observations at the time of the discussion of the situation in China. The Chinese Government had instituted an enquiry into the legitimate uses made of acid acetic anhydride in China.

M. DE VASCONCELLOS (Portugal) thought that requests to Governments for information should not be carried to undue length. It was better that the Committee should concentrate its enquiries on those categories of drugs on which the illicit traffic was mainly based, and not extend them to products which were not narcotic drugs, and which, moreover, were largely employed in various industries, more particularly products so widely used as acid acetic anhydride.

The CHAIRMAN said that, up to 1935, Poland had had no special heading for acid acetic anhydride in its statistics, but that such a heading had now been introduced. He thought the question needed further consideration, especially as no replies had been received from a number of countries regarding the points raised by the Secretariat. He had been glad to note that there was general agreement that the question was of importance in the case of certain countries. The Committee might continue its study of the question at its next session.

He suggested that a Sub-Committee should be appointed to enquire into it, composed of the following members: M. BOURGOIS (France), M. CASARES (Spain), Mr. FULLER (United States of America), Mr. HARDY (India), Dr. Hoo Chi-Tsai (China), Colonel SHARMAN (Canada), Dr. CARRIÈRE (Switzerland), and M. DE MYTTENAERE.

The Chairman's proposal was adopted.

SIXTH MEETING (PUBLIC).

Held on Thursday, May 21st, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Italy and Uruguay.

1103. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (Document O.C.1621).

INTRODUCTION.

M. DELGORGE (Netherlands) welcomed the insertion of an Introduction in this year's Summary. It had been admirably compiled and had been found very helpful by the members of the Advisory Committee.

The CHAIRMAN thought that the Committee as a whole would wish to endorse the remarks made by the Netherlands representative.

I. COUNTRIES OR TERRITORIES WHICH HAVE SENT OR HAVE NOT SENT THEIR ANNUAL REPORTS.

Dr. CARRIÈRE (Switzerland) noted that there was only a small increase in the number of countries which regularly submitted annual reports. Was any further action required to reinforce that already taken on this subject ?

¹ Document C.253.M.125.1935 XI, page 20.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought that, in view of the appeals recently made by the Advisory Committee, the Council and the Assembly, no further immediate action was required. The Secretariat, it should be remembered, was always able to approach the permanent delegations at Geneva in this matter.

M. DELGORGE (Netherlands) suggested that the usual annual reminders issued by the Secretariat should be sent out earlier, particularly in the case of countries having overseas colonies.

M. MANOILOVITCH (Yugoslavia) pointed out that the Yugoslav annual report for 1934 was now in the Secretariat's possession and, he believed, would shortly be distributed. He might state, for the Committee's immediate information, that the area under the opium poppy in Yugoslavia was 5,842 hectares in 1934.

II. GENERAL OBSERVATIONS ON THE ANNUAL REPORTS ON RAW OPIUM AND OTHER DANGEROUS DRUGS.

Colonel SHARMAN (Canada) drew attention to the advisability, when the forms of annual reports were altered, of the new forms being despatched earlier than was usually the case.

B. *Raw Materials.*

IX. *Indian Hemp.*

Mr. FULLER (United States of America), referring to the last paragraph in this section (page 11 of the summary), pointed out that forty-five States now controlled, in one way or another, transactions in Indian hemp.

C. *Manufactured Drugs.*

The CHAIRMAN asked whether it would be possible for samples of the new drug "desomorphine" referred to in the last paragraph but two of this section (page 13 of the summary) to be made available for study by the experts in Berne.

Mr. FULLER (United States of America), in compliance with the Committee's request to be kept informed of new departures in the manufacture of narcotics, read a statement regarding a new opium derivative, dihydrodesoxymorphine-D, discovered in the United States, of which the following is a summary:

"The members of the Committee will recall the information which I have presented at previous sessions in regard to the co-operative study undertaken in the United States under the leadership of the National Research Council in conjunction with the United States Public Health Service with a view to developing non-habit-forming substitutes for morphine and its derivatives. It will also be recalled that I reported particularly the discovery, by Dr. Lyndon Small, of an opium derivative which was given the name dihydrodesoxymorphine-D, and stated that its manufacture for trade would not be permitted in the United States until thorough investigation of its therapeutic and scientific value and of its addictive properties should be completed.

"I am now in a position to state that studies of dihydrodesoxymorphine-D by groups of individuals representing various scientific organisations and agencies, including the United States Public Health Service, indicate that it is a dangerous substance which possesses high addiction potentiality. These studies were undertaken by the Committee on Drug Addiction organised by the National Research Council to co-operate with the United States Government in the endeavour to develop non-habit-forming substitutes for morphine and its derivatives.

"The Committee on Drug Addiction, after consideration of the results of the clinical studies, recommended by resolution that the drug dihydrodesoxymorphine-D be not manufactured, distributed or sold in the United States.

"I may add that the United States Public Health Service concurs in the recommendations and resolutions of the National Research Council and has recommended that the manufacture, sale or distribution of dihydrodesoxymorphine-D in the United States be prohibited. Its import is already prohibited.

"I suggest to the Committee the desirability of considering, in collaboration with the Health Committee, a recommendation to Governments that they should examine, in conjunction with the medical profession, the possibility and expediency of prohibiting the manufacture, importation, sale, distribution and use of dihydrodesoxymorphine-D."

The CHAIRMAN, after thanking the United States representative for the extremely interesting and valuable report submitted, said that the Committee would have to decide whether to follow Mr. Fuller's suggestion to refer the matter through the Health Committee of the League to Governments or to adopt the procedure laid down in the 1925 Convention.

Dr. CARRIÈRE (Switzerland) thought that the procedure described in Article 10 of the Convention of 1925 should apply. A Swiss factory was at present studying the question raised by Mr. Fuller. He had not for the moment any definite information to communicate, but believed that the product under consideration by the Swiss factory, which was also a desoxymorphine, was not habit-forming. He would not fail to complete his information and communicate it to the Committee in due course.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) quoted the text of Article 10 of the 1925 Convention, from which it appeared that the matter would first have to be referred to the Health Committee and the Office international d'Hygiène publique for investigation and subsequent report, to the Council.

M. DE MYTTENAERE (Assessor) pointed out that, as the new drug was an alkaloid of opium, it was really Article 11 of the 1931 Convention which was applicable.

Mr. FULLER (United States of America) felt that his suggestion had not been fully understood. The investigations made in the United States had shown that desomorphine was much more dangerous than heroin, which, as the Committee would recollect, had on its first appearance been hailed as a non-habit-forming drug. He therefore felt that the procedure laid down in the 1925 and 1931 Conventions was inadequate and that the Health Committee and the Office international d'Hygiène publique should be consulted with a view to the total prohibition of the manufacture and use of the new narcotic.

Colonel SHARMAN (Canada) suggested that, in view of its scientific interest, Mr. Fuller's report on desomorphine should be circulated as a separate document.

Dr. CARRIÈRE (Switzerland) pointed out that it would be advisable to have fuller details of the chemical, pharmacological and clinical studies referred to in the report of the United States representative.

Mr. FULLER (United States of America) felt sure that the United States National Research Council would gladly put at the disposal, both of the Office international d'Hygiène publique and the League Secretariat, full details of the method of research adopted and supply samples for the use of the Health Committee.

The CHAIRMAN asked whether the United States representative could also give the Committee further details regarding Dr. Macht's studies of saligenin and bromsalisol, the latter of which was said to be a good local anæsthetic, but was not likely to take the place of morphine.

Mr. FULLER (United States of America) promised to obtain the information requested for the Committee's next session.

IV. COUNTRIES PARTIES TO THE THREE INTERNATIONAL CONVENTIONS AND AGREEMENTS RELATING TO OPIUM AND OTHER DANGEROUS DRUGS.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) reported that the Finnish Minister for Foreign Affairs had recently assured him that Finland would shortly ratify the 1931 Limitation Convention, the necessary administrative measures having already been introduced.

On May 18th, also, the British Foreign Office had notified the accession to the same Convention of a number of colonies, protectorates and mandated territories, including Hong-Kong, North Borneo, Sarawak and the Straits Settlements.

Finally, he had been informed that Luxemburg was taking the necessary steps to accede to the 1931 Convention.

PART I.

Part I of the Summary was considered country by country and observations were made in the following cases :

A. SUMMARY OF ANNUAL REPORTS.

Belgium.

EUROPE.

M. CARNOY (Belgium) said that the excellent summary of the Belgian annual report made by the Secretariat would demonstrate the strict control maintained in Belgium over the traffic in dangerous drugs. He added that particulars would shortly be supplied of a seizure made at Antwerp of 100 grammes of cocaine.

Colonel SHARMAN (Canada) asked whether the ten persons referred to in paragraph X, 2(b) (page 19 of the Summary) as authorised to deal in codeine, etc., were wholesalers. What were the restrictions on persons wishing to purchase those drugs in retail quantities ?

M. DE MYTTENAERE (Assessor) explained that the ten individuals in question were dealers who had formerly represented foreign firms and were only licensed to deal in codeine and dionine, not in any other narcotics. Only chemists were permitted to retail codeine and its salts and

dionine. The purchases made by the public could not exceed three times the maximum daily dose unless a medical prescription was submitted or an order signed by a person known to the chemist stating the use to be made of the substances purchased.

United Kingdom.

Mr. LYALL (Assessor) noted from Table III of the United Kingdom annual report that some 200 ounces of seized drugs had been imported into the United Kingdom. Article 18 of the 1931 Convention enacted that :

" Each High Contracting Party undertakes that any of the drugs in Group I which are seized by him in the illicit traffic shall be destroyed or converted into non-narcotic substances or appropriated for medical or scientific use, either by the Government or under its control, when these are no longer required for judicial proceedings or other action on the part of the authorities of the State. In all cases, diacetylmorphine should either be destroyed or converted."

These particular drugs had doubtless been imported from a British colony, and he himself believed this to be permissible. The Central Board, however, had felt certain doubts on the point and would like to have a ruling from the Advisory Committee.

Major COLES (United Kingdom) replied that, in former years, the United Kingdom had taken over seized drugs from the colonies, but the authorities had since decided that this could no longer be done in the case of diacetylmorphine, which it was now the practice to destroy. The question of the disposal of other seized drugs was still under consideration, although it was felt that goods despatched from a colony to the home country were not really imports.

M. DELGORGE (Netherlands) recalled that, at its nineteenth session, the Committee had adopted a resolution reminding Governments that the 1931 Convention did not permit the export of seized drugs, and recommending certain action with regard to the latter. His Government, however, had not agreed with the interpretation thus given of Article 18 of the Limitation Convention, and maintained its view that such drugs could be re-marketed under Government control.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read the passage on " Disposal of Seized Drugs " on pages 9 and 10 of the Advisory Committee's report to the Council on the work of the nineteenth session (document C.530.M.241.1934.XI), and also drew attention to the section of the Secretary's Progress Report¹ detailing the various replies received from forty-three countries to the Council's recommendation based on the Advisory Committee's resolution.

The CHAIRMAN inferred, from the Director's statement, that the question of the export of seized drugs from a colony to the mother country was still open and would call for further investigation.

Free City of Danzig.

Mr. FULLER (United States of America) asked whether the Chairman could state the purpose for which the poppies grown in Danzig were exported (paragraph VII). The United States and Canadian authorities had already had difficulties with firms desirous of importing poppy-heads, which, it should be remembered, could be used for the gratification of addiction.

The CHAIRMAN said he would have to obtain additional information from the Danzig authorities, but believed that the poppy crop was exported in pressed form for use as cattle food.

Colonel SHARMAN (Canada) repeated the account already given to the Seizures Subcommittee of the difficulties experienced by the Canadian authorities in dealing with applications for the import of dried poppy-heads for decorative purposes.

(Mr. Hardy (India), Vice-Chairman, took the Chair.)

Denmark.

Mr. FULLER (United States of America) asked if the Secretariat had fuller information as to whether the Danish Government's experiments in opium-poppy growing (as described in documents O.C.1633 and 1656) represented a permanent policy which that Government intended to pursue.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) did not think that the Danish Government intended to use home-grown poppies to establish its own manufacturing industry.

¹ See Annex 2, page 137.

Spain.

M. CASARES (Spain), in amplification of the information contained in the Summary, gave the Committee details (accompanied by exhibits of the actual books and forms) of the new system of control which was now in force in Spain. Dealers, for instance, had to keep a special register of a type approved by the Ministry of Labour, Health and Public Welfare. This register contained a summary of the relevant regulations, detailed instructions for the use of the register, a list of all the substances subject to regulation, and pages ruled in columns providing for the insertion of the date, the signature of the prescribing doctor, the number of the prescription, the quantity of the drug issued, stocks at beginning and end of periods, etc. Each page had to be signed and stamped by the pharmaceutical inspector. In addition, there was a book of forms to be used by wholesalers, the counterfoils in which had to correspond to those in a similar book of forms kept by the retail chemist.

The decree referred to in paragraph II, 2, of this section of the Summary (page 27) had now been issued and the text was being communicated to the Secretariat. Under that decree, anyone authorised to use more than an average quantity of drugs must carry a special booklet in which were endorsed particulars of his identity (accompanied by photograph) and the nature and quantity of the drugs which he was allowed to consume.

So far, Spain had no special institutions for the treatment of drug addicts, but hospitals allotted special wards for their accommodation.

Dr. CARRIÈRE (Switzerland) congratulated the Spanish representative on the extremely strict system of supervision which had been adopted in Spain for regulating the consumption of narcotic drugs.

France.

M. RAZET (France) proposed to acquaint the Committee with the results secured in France in applying the 1931 Limitation Convention.

As stated in the Summary of Annual Reports (X, 1(a)) (page 30), limitation of manufacture was obtained by limiting the deliveries from factories and the reserve stocks in the hands of manufacturers. As M. Bourgois had pointed out at the 1931 Conference, the system adopted might be compared to a reservoir whose capacity was limited to the quantity specified in a Ministerial decree. That reservoir was the reserve stock on which the manufacturer drew to supply his purchasers. It would only be refilled to the extent of the deliveries made. It was, however, provided that deliveries from reserve stocks would be stopped when they reached a certain amount corresponding to the estimates of consumption for the current year. When factories had no more deliveries to make, they were not given any further authorisation to manufacture when the level of stocks was reached.

This system, which had been applied since 1933, had proved absolutely effective and, though the control maintained was strict, the system was sufficiently elastic not to hamper supplies for the medical requirements of druggists and chemists. It prevented factories from producing on a large scale. Their production was limited to the requirements for a single month, during which time they could only extract the amount of alkaloids fixed for them by the Narcotics Bureau at the beginning of the month, when the latter had studied the position of reserve stocks and deliveries. The maximum amount of stock, he repeated, could not be exceeded.

At the same time, the various amounts issued by the factory were known. The Decree of February 3rd, 1934, laid down that manufacturers must give the Narcotics Bureau the name and address of purchasers, the products and amounts issued to each purchaser, and also the date of delivery.

As M. Razet had already explained at the last session, in order to prevent accumulation of narcotic drugs in the hands of chemists and the manufacture of larger amounts than were needed to bring up factory stocks to the standard level, the Ministerial Decree enacted that, if quantities above 10 kilogrammes in the case of morphine and its salts, 5 kilogrammes in the case of cocaine and its salts and 3 kilogrammes in the case of diacetylmorphine had been issued during the month to one chemist, those quantities would still be considered as factory stocks, and manufacturers would not be allowed to manufacture in replacement thereof until the chemist had produced evidence of the substances having been utilised.

This system, by experience, had made it possible to get a better idea of the trend of drug consumption, and the result had been a fall every year in the amount of the quantities delivered, particularly in the case of opium alkaloids. For instance, the figure of deliveries, expressed in terms of basic morphine and including the quantities of heroin, codeine and dionine, which had been fixed for 1934 at 6,000 kilogrammes, had in 1935 fallen to 5,500 kilogrammes and in 1936 to only 4,500 kilogrammes.

Further, in view of the increasing use for medical purposes of preparations containing more than 20% of morphine, the Ministerial Decree for 1936 provided for special supervision of the manufacture of such preparations. According to this decree, which was issued in the *Official Gazette* of the French Republic of February 13th, 1936 :

"Manufacturers licensed under the provisions of the Decree of March 20th, 1930, to manufacture preparations containing more than 20% morphine, produced direct from

raw or medicinal opium, shall, at the end of each quarter, send to the Service de la Répression des Fraudes (Narcotics Bureau) a statement showing :

- " (1) The amount of raw or medicinal opium used for the manufacture of the said preparations ;
- " (2) The date of utilisation ;
- " (3) The amounts of preparations thus obtained and the date when the manufacture of each lot of treated opium ended ;
- " (4) The quantity still in process of conversion into pharmaceutical preparations ;
- " (5) The quantity sold during the quarter in the natural state or in the form of pharmaceutical preparations ;
- " (6) The existing stock of finished products or products ready for sale."

This latter form of supervision had been in operation since January 1st, 1936, and had made it possible to get a better picture of the trade in such preparations.

Greece.

Mr. FULLER (United States of America) noted from paragraph II, 2 (page 31 of the Summary) that " all revenue derived from fines imposed for breaches of the laws on narcotic drugs will be used for establishing special treatment centres and for arranging special sections in prisons for drug addicts". He suggested that it would be of great interest to other Governments if full particulars of this system could be reproduced and circulated as a separate document.

Hungary.

Mr. FULLER (United States of America) was at a loss to understand the action taken by the Hungarian authorities in respect to methylmorphine and ethylmorphine, as described in paragraph X, 1(c) of this section of the Summary (page 36) (*cf.* also the section relating to the Netherlands, paragraph III, 1(b) (page 45)). His belief was that, under the 1931 Convention, licences were required for both the drugs mentioned.

Mr. LYALL (Assessor) drew attention also to the provisions of Article 6 of the 1925 Convention, requiring that " all persons engaged in the manufacture, import, sale, distribution or export . . . shall obtain a licence or permit to engage in these operations ".

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought there must be a misunderstanding, as methylmorphine and ethylmorphine had certainly not been removed from the list of habit-forming drugs. He proposed to ask the Hungarian authorities for explanations.

Netherlands.

Mr. LYALL (Assessor) drew attention to the very full description given of the control exercised in the Netherlands over all movements of narcotic drugs ; he intended to revert to this point when the question of consumption statistics was discussed.

Switzerland.

Dr. CARRIÈRE (Switzerland) pointed out that, in paragraph X, 3(c) (page 56 of the Summary), the expression " Federal Public Health Service " should be corrected to read " Federal Customs Service ".

The continuation of the discussion was adjourned to the next meeting.

SEVENTH MEETING (PUBLIC).

Held on Friday, May 22nd, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy and Uruguay.

1104. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (continuation) (Document O.C.1621).

A. SUMMARY OF ANNUAL REPORTS (*continuation*).

NORTH AMERICA.

Canada.

Mr. FULLER (United States of America) asked the Canadian representative to give further details regarding the case of extradition referred to in the first sub-paragraph of paragraph V, 1. This case provided an interesting example of the value of preventive action.

Colonel SHARMAN (Canada) said that this had been a case involving extradition from the United States of the trafficker concerned who had accomplices in other countries. It was known that, in 1930, they had imported into Canada five separate shipments of drugs consisting of 80 kilogrammes each, although it had only been possible to seize 1 kilogramme of this amount. When convicted, the trafficker in question committed suicide. This was a good instance of preventive action as, had he not been arrested, he would undoubtedly have imported further large quantities into Canada.

United States of America.

Mr. FULLER (United States of America) said that, responding to previous requests which the Committee had made to him, he was prepared to present further data in regard to the Federal institution for the treatment of addiction at Lexington, Kentucky, in the form of a statement by Dr. Walter Treadway, of the United States Public Health Service. He then read the following statement by Dr. Treadway :

" During the first ten months' operation of the farm, 1,084 persons have been admitted. On March 31st, 1936, there were 808 persons under care at this institution. Of the total number of persons admitted during the period mentioned, 225 were voluntary cases, 37 were placed on probation by courts having jurisdiction, one condition of probation being that they accept treatment at the farm, and 822 were prisoner patients.

" In opening the institution at Lexington, Kentucky, for the reception of patients, it was the desire of the Public Health Service to bestow upon it an atmosphere of a treatment and research centre, in the first place by the careful selection of a competently trained staff, and secondly by the selection of patients who gave promise of possible rehabilitation. Of the 822 prisoners admitted, all have been transferred from existing prisons under the control of the Department of Justice. Arrangements are now being made to accept cases direct from courts instead of their first clearing through the prison system, the Narcotic Farm serving as the first institution of contact for this group of people. Intractable addicts or those in whom the opportunity for rehabilitation is not so encouraging will eventually be evacuated to an institution best suited for their custodial supervision.

" In selecting the medical and technical staff for duty at Lexington, consideration was given to the necessity for training and experience in the management of the drug-addiction problem. All members of the staff have had intimate contact with these problems and are intimately familiar with the present knowledge of the management of drug addiction. On the whole, however, the staff represents a diversified training and experience, so that for the first time in history a competently trained team or group has been assembled primarily for the purpose of better understanding the nature of drug addiction, which is so essential for the evolution and development of a rational form of treatment.

" It is now possible to approach the problem of a treatment for drug addiction through the avenues of pharmacology, neurology, biochemistry and psychobiology, special knowledge in these fields being co-ordinated in an effort towards the evolution of a more satisfactory form of treatment. The training, assembling and organisation of the personnel at Lexington, together with the development of the necessary equipment and physical facilities, represent the culmination of a little more than six years' endeavour.

" The experiences of the Public Health Service thus far indicate that chronic opium poisoning is associated with disturbances in basal metabolism involving carbohydrates and water imbalance. Special technical studies are now under way to ascertain more accurate information concerning this phase of the subject. Studies of the chemical structure of drugs which produce addiction indicate that such structure correlates with such factors as euphoria, tolerance, and the development of dependence on the drug. Suggestibility, emotional and psychobiological factors are also instrumental factors in the production of degrees of addiction. The evaluation of all these factors is essential for determining a satisfactory and rational form of treatment. It is anticipated that additional information may be forthcoming as a result of this method of approach. At the present time, the work in these fields is still in a more or less formative stage.

" The need for studies of this character will be better appreciated when it is realised that there is no specific treatment for drug addiction that will miraculously rid drug addicts of their addiction. Independent and individual observers have advocated various forms of treatment without fully appreciating or understanding the exact nature of the situation demanding treatment. The treatments thus far advocated have been largely of a palliative nature, although claims for the value of specific forms of treatment have been made and have been based largely upon false premises and misinterpretations of results.

" Perhaps there is no subject fraught with so many dangerous pitfalls as the endorsement of therapeutic measures that have not been subjected to adequate controls and to scientific study by groups of individuals competent by training and experience to pass upon such matters. The policy of the Public Health Service has always been a conservative one, and it is not anticipated that representations will be made by that Service concerning the best methods

or forms of treating drug addiction until adequate experiences have been accumulated and the value of such treatment verified.

"It is hoped that the Opium Advisory Committee will scrutinise with great care the claims of individuals who endorse specific forms of treatment for drug addiction before publishing and distributing data dealing with this subject, for the very nature of such publications implies, so far as the general public is concerned, an endorsement of such treatment by the League of Nations.

"Experimental studies for determining the addiction liability or addiction potentiality of various drugs are being carried on at the Narcotic Farm through the availability of a competently trained corps of workers and adequate clinical material. This phase of the work may be of special interest to the Opium Advisory Committee."

The CHAIRMAN thanked Mr. Fuller for the extremely interesting statement he had just read. The studies that were being undertaken at the Lexington institution, which was probably unique and whose foundation did credit to the United States, would be based upon wide experience and would contribute to this branch of medical science.

Dr. Hoo Chi-Tsai (China) said that he was not clear as to the distinction between the patients referred to in Mr. Fuller's statement as having been placed on probation by the courts and those referred to as prison patients.

Mr. FULLER (United States of America) explained that addicts found guilty of criminal offences, instead of serving a term of imprisonment, were placed on probation under suspended sentence and were sent to the farm to be cured. After release, in the event of relapse into addiction, they then became subject to serve their respective terms of imprisonment. The category referred to as prison patients consisted of addicts who had already been committed to prison for various offences and who were transferred to Lexington for treatment.

Mr. ANSLINGER (United States of America) explained that this latter category was kept apart in the prisons from those who were not addicts.

Colonel SHARMAN (Canada), referring to the question of codeine, said that difficulties were bound to arise when the standard of legislation varied as between two countries. In countries where the sale of a particular drug was prohibited, the demand for this drug must inevitably lead to smuggling from a country in which the restrictions on its sale were less stringent. In the United States, codeine was regarded as coming under the same category as morphine and other dangerous drugs, whereas in Canada, although licences were required for imports and exports of this drug, limited quantities might be sold by retailers without medical prescriptions. The result was considerable smuggling of codeine from Canada into the United States of America. This was not, of course, a case of large-scale trafficking, but only of purchases by individuals in order to meet their own needs.

The Health Committee was enquiring into the question whether codeine should be included in the category of habit-forming drugs, and Canada was awaiting the result with great interest. In 1935, however, it had been found necessary still further to increase the restrictions on the sale of codeine. Both the retail druggists' associations and the wholesalers had co-operated in enforcing the new regulations, infringement of these being penalised, however, by withdrawal of the right to obtain codeine. Colonel Sharman hoped that a decision on the question by the Health Committee might be expected within the following twelve months.

Dr. CARRIÈRE (Switzerland) was greatly impressed by the facts mentioned in the report of the United States and Canada. Those facts were contrary to the generally received opinion, which he had himself supported, that addiction to codeine was non-existent. If it were true that codeine might be substituted in the case of a morphine addict for morphine without giving rise to the symptoms which generally accompanied withdrawal of the drug, there certainly seemed to be a good reason for a careful consideration of the question, though it was surprising at first sight that the existence of addiction to codeine had not been noted until recent years, in spite of the large use made of it. The question was in any case under consideration by the Health Committee, but it was doubtful, in view of the complexity of the problem, whether the Committee would be able to take a decision within twelve months, as Mr. Sharman seemed to anticipate.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that, as mentioned in the Progress Report,¹ this question was to be referred to the Advisory Commission for Technical Studies which had been set up by the Health Committee. The Opium Section was keeping in touch with the Health Section in the matter, and, as soon as the latter received any report on the question from the Advisory Commission, this would be communicated to the Opium Advisory Committee. He thought that the question would probably be raised at the meeting of the Bureau of the Health Committee in June.

Mr. FULLER (United States of America) drew attention to an error in the footnote on page 71 of the Summary of Annual Reports. The word "substantial" in the first sentence of this note should be deleted.

¹ See Annex 2, page 156.

M. CARNOY (Belgium) said that, in addition to questions concerning the suppression of the traffic, the report from the United States of America raised several very interesting physiological questions. There were a number of problems of the latter kind on which doctors held conflicting views, and these called for careful expert study.

He noted a reference in the Summary (page 74, sub-paragraph 7) to a child who had been "born an addict, due to absorption of the drug by the mother during the pre-natal period". On what grounds could it be ascertained that a child was "born an addict"?

Mr. FULLER (United States of America) explained that, in cases such as this, the child exhibited symptoms of withdrawal.

Dr. CARRIÈRE (Switzerland) thought that it would be more exact to say that the child was "born poisoned" as a result of drugs taken by the mother.

Major COLES (United Kingdom) said that, in the course of a recent conversation, he had been informed by a doctor of a precisely similar case in which a new-born child had exhibited deprivation symptoms, which it would only have been possible to relieve by administering morphine. The doctors in charge of the case had refused to administer morphine to a new-born child, with the result that the child had died.

Dr. Hoo Chi-Tsai (China) said that cases of this kind often occurred in China. The mothers tried to calm the children by breathing opium smoke into the child's nose and mouth.

The CHAIRMAN agreed that this question should be studied more closely. Enquiries should be made into later developments in the lives of these unfortunate children.

Dr. Hoo Chi-Tsai (China), referring to the statement on page 70, paragraph IV, sub-paragraph 2, of the Summary, that the American Government had not, so far, received from the Secretariat copies of the laws which, under the provisions of the 1931 Convention, were to be exchanged between Governments parties to that Convention, said that his Government would also be glad to receive copies of those laws.

He noted that it was stated (top of page 71) that "there is reason to believe that morphine manufactured clandestinely in China, Dairen and Manchuria is entering the United States in considerable quantities". He wished to know on what grounds this statement was based. Also, was the phrase "China, Dairen and Manchuria" to be taken as meaning "China, especially Dairen and Manchuria" or was a distinction intended?

Mr. FULLER (United States of America) said that this phrase would have been clearer if it had been worded, "in China south of the Great Wall, as well as in China north of the Great Wall and in the Kwantung Leased Territory". The opinion referred to was based on the results of police work and of correspondence which had come into the hands of the authorities between traffickers in these areas and traffickers in the United States of America. He would give further details to Dr. Hoo in private.

Dr. Hoo Chi-Tsai (China) noted that, in the original annual report from the United States (page 57), it was said, in connection with the figures for *per capita* consumption, that the figures arrived at must be higher than the actual *per capita* figures, "due to the fact that the entire quantities consumed included . . . the quantities, indeterminate at present, which were used by veterinarians in the medical treatment of animals".

Mr. ANSLINGER (United States of America) explained that dealers had no means of distinguishing between orders from physicians and orders from veterinary surgeons. It was therefore impossible, in compiling the total figures, to separate animal from human consumption. The American authorities had, however, approached the veterinary associations on the matter, asking them to state the number of their members and to supply a list of purchases made by them.

Mexico.

Mr. FULLER (United States of America) drew attention to the reference (page 83, paragraph V, sub-paragraph 2) to a seizure of 32,200 grammes of marihuana, which was to have been introduced into the United States. No report on this seizure had been communicated to the United States authorities at the time. His own impression was that there was a considerable amount of smuggling on the Mexican border in each direction. The American Government would very much appreciate co-operation from the Mexican authorities by way of prompt information, sent directly, concerning such seizures.

M. TELLO (Mexico) said that the failure to send in this report had been due to the fact that certain authorities had interpreted the terms of the Convention differently. They had believed that, once the smuggling had been stopped, the matter might be regarded as ended. The Mexican Government would, in future, send in reports on all such cases, even on cases which were still pending.

Costa Rica ; Honduras.

M. CARNOY (Belgium) noted that no reports had been received from Costa Rica and Honduras, although it appeared from the United States report that the American authorities did not regard the situation in those countries as satisfactory. He suggested that the Secretariat should communicate with those Governments on the matter.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that the Council and the Assembly had made an appeal to those Governments to send in reports. He did not think it would be desirable to reiterate that appeal at the moment. The Secretariat would, however, refer the matter again to the permanent representatives of those countries at Geneva.

SOUTH AMERICA.

The CHAIRMAN noted that no report had been received from the largest countries in South America.

ASIA.

China.

Major VON HEIDENSTAM (Sweden) thought that the description of the provinces enumerated in paragraph VII (page 95 of the Summary) as "interior" provinces could not be regarded as correct.

Dr. HOO CHI-TSAI (China) explained that this description must not be taken in the geographical sense. For the purposes of prohibition of poppy cultivation, an administrative distinction had been drawn between so-called "interior" and "frontier" provinces.

M. DELGORGE (Netherlands) referred to the reference in paragraph V, sub-paragraph 2 (page 94), of a seizure of 187 taels of morphine from the Netherlands. He wished to point out that the evidence that this morphine was of Netherlands origin could not be regarded as conclusive, as the label on which that evidence was based gave the name of a factory which, it had been found, was non-existent.

Dr. HOO CHI-TSAI (China) said that he would communicate this point to his Government.

He added that, in the last paragraph on page 14 of the original Chinese report for 1934, the words "90 piculs" should be replaced by "90 kilogrammes".

The Committee decided to defer consideration of this summary until the general discussion on the situation in China.

India.

Mr. FULLER (United States of America) expressed his appreciation of the very complete and detailed report sent in by the Government of India.

Mr. LYALL (Assessor) said that, since India was not among the countries which had signed the Bangkok Convention, it was not under any obligation to furnish statistics with regard to smoking-opium. He thought, however, that, if the Government of India were ready to give such statistics, they would be of value.

Mr. HARDY (India) explained that it would be very difficult to ascertain those figures. The sale of prepared opium was completely prohibited in India, and opium-smokers obtained their supplies by converting small quantities of the opium sold for eating. There was not very much opium-smoking in India and it was restricted to certain areas.

In reply to a question by M. Carnoy, Mr. Hardy explained that opium was eaten for semi-medical reasons. It was a practice adopted to some extent by the more backward classes in provinces such as Assam. Hours of labour were long among those classes and it had been found that the practice was, on the whole, beneficial.

Iran.

M. DELGORGE (Netherlands) asked for information on the statement that "the import-permit system does not exist in Iran" (page 107, paragraph III, of the Summary).

M. PILOSSIAN (Iran) explained that, while this system had not yet been adopted officially, it was applied in practice in regard to Europe and certain Far-Eastern countries.

M. DE VASCONCELLOS (Portugal) asked for particulars regarding the pills referred to in paragraph II, 2, on page 107 of the Summary, which, it was stated, "enabled the addict to break himself of this pernicious habit".

M. PILOSSIAN (Iran) said that details regarding the composition of the pills in question had been sent to the Secretariat. Their use had, in many cases, given very satisfactory results. He believed that they were based principally on dionine.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Secretariat would communicate to the Committee any information in its possession in regard to the composition of the pills.

Japan.

Mr. FULLER (United States of America) said that there appeared to be a discrepancy between the statement at the beginning of paragraph V, 1, on page 109 of the Summary, that "practically no case of illicit traffic in opium had been discovered in Japan" and the figures relating to confiscations of raw and prepared opium given in the table on page 110.

M. HORTA (Japan) explained that, in the original Japanese text of the report, it was only stated that "no very important case had been discovered such as would have merited special mention".

Colonel SHARMAN (Canada) drew attention to the first two sentences of the second subparagraph of paragraph V, 1: "Cases of external illicit traffic in narcotics have been gradually decreasing in number, but there are still persons illegally engaged in the internal trade. The quantities involved are extremely small." This passage seemed to imply that there was practically no external traffic—an inference which could not be accepted as correct.

M. HORTA (Japan) explained that in this case also the translation was not exact. The original Japanese text was more or less as follows: "While the quantities involved in each case were small, there was still a certain amount of external traffic. The authorities were making vigorous efforts to suppress this traffic."

The continuation of the discussion was adjourned to the next meeting.

EIGHTH MEETING (PUBLIC).

Held on Friday, May 22nd, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy and Uruguay.

1105. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (continuation) (Document O.C.1621).

A. SUMMARY OF ANNUAL REPORTS (*continuation*).

ASIA (*continuation*).

Siam.

Colonel SHARMAN (Canada) reminded the Committee that, at its last session, he had drawn attention to the undesirability of Government monopolies supplying dross to addicts.¹ As no mention of dross was made in the annual report for 1934 from Siam, he would be glad if the Siamese representative could explain the present situation.

Phya RAJAWANGSAN (Siam) understood that, in 1931, there had been some 300 dross addicts in Siam, and assumed that the lack of any reference in the annual report for 1934 meant that those addicts had either abandoned their vice or had disappeared. He would draw his Government's attention to the omission.

Colonel SHARMAN (Canada) noted that the representative of Siam was only expressing a personal opinion.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that some light might be thrown on the problem when the Siamese report on prepared opium was received.

Dr. Hoo Chi-Tsai (China) asked whether the morphine used by poorer Chinese opium addicts as a substitute for opium-smoking (see paragraph II, 2, on page 111 of the Summary) was illicitly imported, or represented licit morphine which had been diverted to illicit uses. He suggested the extreme advisability of the Siamese Government restricting the use of morphine for such purposes.

Phya RAJAWANGSAN (Siam) replied that the morphine was illicitly introduced, but that his Government was doing its best to stop trafficking in this drug.

¹ See Minutes of the twentieth session of the Committee : document C.277.M.144.1935.XI, pages 78 and 79.

Dependencies, Protectorates, Colonies, etc.

British.

North Borneo.

Major COLES (United Kingdom), referring to the questions put at the Committee's last session¹ regarding the use of coca bushes for ornamental hedges, said that the attention of the North Borneo authorities had been drawn to the subject, and he had recently been advised that, on the recommendation of the Governor, the British North Borneo Company had arranged to remove the hedges in question, which, he added, had, in any case, only served an ornamental purpose.

Hong-Kong.

Mr. FULLER (United States of America) expressed appreciation of the co-operation extended by the Hong-Kong authorities to those of the United States in investigating numerous cases of illicit traffic.

Japanese.

Korea (Chosen).

Mr. FULLER (United States of America) asked whether the increased demand for dilauidide referred to in paragraph VI on page 120 of the Summary was for licit or illicit consumption. He also drew attention to the statement on page 121 of the Summary, paragraph XII, that Manchuria was probably the source of the prepared opium confiscated during 1934. Finally, he expressed his appreciation of the co-operation extended by the Chosen authorities in investigating the case of a Korean who was found smuggling narcotics into the Hawaiian Islands.

Dr. CARRIÈRE (Switzerland) said he could assure the representative of the United States that the legitimate consumption of both dilauidide and dicodide showed a tendency to increase everywhere.

M. HOTTA (Japan) undertook to endeavour to obtain fuller information in reply to the first query of the representative of the United States.

Kwantung Leased Territory.

Mr. FULLER (United States of America) asked whether the Japanese representative could supply fuller information regarding the illicit manufacture of narcotic drugs at Dairen.

M. HOTTA (Japan) regretted that he had no information at his disposal on the subject.

Netherlands.

Netherlands Indies.

Mr. LYALL (Assessor) drew attention to the table in paragraph VIII, 3, on page 125 of the Summary, showing that the cultivation of the coca leaf in the Netherlands Indies had declined by 90% in ten years.

M. DELGORGE (Netherlands) wondered whether the Netherlands Indies crop was not being replaced by coca leaves from Peru and Bolivia.

Portuguese.

Macao.

Mr. FULLER (United States of America) made the following observations :

Document No. O.C./A.R.1934/57 Addendum states that tables showing the movement of narcotic drugs from and into Macao in 1934 are filed in the archives of the Secretariat. When will they be distributed to Governments parties to the Narcotics Limitation Convention ?

The annual report of Macao for 1934 states that "all certificates for the importation of opium have been duly returned to the Government of Macao". As it is the export authorisations which are to be returned, this appears to be in some way an error. Does it mean that certificates authorising exports from Macao of 500 chests were issued of which only 430 were accounted for as having reached their destination ? If so, to what countries was this opium shipped, and what steps have been taken to trace the 70 chests unaccounted for ?

Is it true that the Macao Opium Monopoly has been exporting raw opium to Amoy, Foochow and Canton ?

Seven hundred chests of raw opium amounting to 50½ metric tons are reported to have left Bushire for Macao in 1934. Was all of this received in Macao in 1934, or did some overlap into 1935 ?

The annual report for 1934 states that 25,000 kilogrammes of raw opium were used in 1934 for the preparation of prepared opium, against a consumption of 16,866 kilogrammes of

¹ See Minutes of the twentieth session of the Committee : document C.277.M.144.1935.XI, page 72.

prepared opium. What were the stocks of prepared opium at the end of 1934? In 1933, 25,800 kilogrammes of raw opium were used for making prepared opium, and 17,000 kilogrammes of the latter were consumed.

The annual report for 1934 gives a stock of 450 chests of raw opium on hand at the end of 1934. Does this include what was left of the stocks owned by the old administration which was succeeded by the Yau Lee Company, stocks which were stored at the Banco Nacional Ultramarino? If not, what has become of those stocks?

Has the Yau Lee Company anything to do with the Opium Monopoly at present?

Can the Portuguese representative state the total quantity of raw opium in stock in Macao at the end of 1935, including that owned by the Macao Opium Monopoly and that owned by others?

Is the case referred to in document O.C.S.285 (factory at Seac Pai Van) the one in which equipment for a morphine factory was disembarked at Coloane in November-December, 1934?

Is Julio Antonio Eugenio da Silva the Julio A. da Silva who was chief clerk and compradore of the Yau Lee Company which was operating the Macao Opium Monopoly?

Were the British and Chinese Governments informed when da Silva was banished? He is known to have gone to Hong-Kong.

Does Captain Roza, also known as Lei Koo Lan, have authority to sell raw opium for export from Macao?

M. DE VASCONCELLOS (Portugal), not having received notice in advance of the questions put by the representative of the United States, and not having available at Geneva the Macao archives, would only be able to give a general reply, to be followed by further details later.

For some time past, the authorities at Lisbon had been dissatisfied with the working of the Macao Opium Monopoly, particularly as the categorical instructions regarding the gradual reduction of opium imports had not been observed. The Governor had been notified of this, and had taken steps to increase the efficiency of the administrative control. As a result, it had been discovered that a factory in course of construction at Coloane, which was ostensibly intended for the manufacture of ice, was in fact being equipped to manufacture morphine. The building had been seized, together with its apparatus and machinery, which had not yet been put into operation. It had then been discovered that one of those implicated in the fraud was in fact Julio da Silva, whom the Governor had suspended from his duties and handed over to the judicial authorities together with his accomplices. As attempted manufacture of morphine was not legally a crime, they had been expelled from the colony.

A searching enquiry had been set on foot by the Monopoly authorities, the results of which would be communicated as soon as it was completed. The Governor, a soldier by profession and a man of great integrity, had shortly afterwards tendered his resignation to the Government, which had accepted it and now proposed to appoint a new Governor to superintend the reorganisation of the administration of the Opium Monopoly.

As regarded the seizure at Hong-Kong of opium believed to have come from Macao, on account of the marks on four cases which had fallen into the water during transshipment, the Monopoly authorities had found it impossible to identify the cases seized as those which had been sent to Macao, as the seizure had been made in February, and in April the cases in question, with the marks indicated, were still intact in the Monopoly warehouses.

Mr. FULLER (United States of America) had, of course, not expected an immediate detailed reply to questions of which he had been unable to give earlier notice, but would much appreciate the full report which the Portuguese representative had promised to supply. He added that the individual referred to in document O.C.S.285 as Leon Chek Chi was also known as Leong Pui.

M. DE VASCONCELLOS (Portugal) regretted that the offences, in connection with the illicit traffic in opium, attributed to da Silva and his gang, if proved, had not been discovered previous to the discovery of the illicit factory, for, instead of being expelled, they would have been put in prison.

In reply to the Director, he undertook to see that the reports on prepared opium should in future be made up in accordance with the new form.

Mandated Territories.

Palestine and Trans-Jordan.

BAKER Bey (Egypt), referring to the statement in paragraph V on page 130 of the Summary as to the origin of the hashish seized in Palestine, explained that evidence supplied by recent arrivals of hashish in Egypt showed that it was not of Syrian, but of Turkish origin. Nothing categorical, of course, could be asserted until close investigation had been made.

AFRICA.

Dependencies, Protectorates, Colonies, etc.

French.

Tunis.

Mr. LYALL (Assessor) thought it rather curious that the smoking of hashish should still be permitted in Tunis (see paragraph IX, 6, page 145 of the Summary).

M. CARNOY (Belgium) expressed surprise at the statement in paragraph XIII on page 145 that "the use of narcotic drugs is growing in Tunis at a disturbing rate". As the tendency elsewhere was in the contrary direction, he suggested that the French Government's attention should be drawn to the point.

B. SUMMARY OF ANNUAL REPORTS ON THE SITUATION AS REGARDS PREPARED OPIUM IN THE TERRITORIES WHERE THE USE OF PREPARED OPIUM IS TEMPORARILY AUTHORISED.

Burma.

Mr. LYALL (Assessor) had compared the consumption of opium in Burma with the seizures made. In Burma itself, 13,325 kilogrammes of raw opium had been consumed, as compared with seizures of 6,421 kilogrammes (see paragraph (4) on page 151 of the Summary). In the Southern Shan States, no figure of consumption was given, but it might be estimated, on the basis of revenue returns, at 800 kilogrammes of prepared opium, against which seizures had amounted to 2,782 kilogrammes. Finally, in the Northern Shan States, consumption was 1,568 kilogrammes and the amounts seized 2,172 kilogrammes of raw opium (paragraph IV (4) on page 152 of the Summary). It was quite clear from these figures that the situation had got completely out of hand, and he firmly believed that the Government was well advised in reopening the register of smokers. He would like to know whether the register was reopened for an indefinite period and how many additional smokers had been registered since such reopening.

Mr. HARDY (India) replied that, in reopening the register, the Burmese Government had not fixed any time-limit, but he did not believe it was its intention to keep the register open indefinitely. Doubtless, the results of the experiment were being awaited before deciding how long the register would be kept open; it was quite unlikely that it would remain open permanently.

He had no particulars as to the number of additional smokers registered, but would endeavour to supply Mr. Lyall direct with the information requested.

Straits Settlements and Federated Malay States.

Major COLES (United Kingdom) submitted the following additional information on the results of the administrative action described in Section I(a) on page 153 of the Summary:

When the register was closed on December 31st, 1934, it was realised that there were many unregistered smokers who had been taking over the excess ration of registered smokers. In January 1935, it became evident that purchases of opium in Singapore were only 50% of the normal quantity, and, as this figure remained steady, it was decided, in order to ascertain the number of unregistered smokers, to reopen the register for a limited period and reduce the daily ration from 4 to 2 chi. In September last, the total number of smokers on the register in Malaya was 107,073. Of these, 33,167 were classified as non-active smokers—that was to say persons who had not purchased opium for over six months. It was therefore decided that, as from 1936, these non-active smokers, and also the class of semi-active smokers (persons who had not made any opium purchases for over one month), would be removed from the register. Care would be taken, however, to keep on the register persons who still smoked opium. In the Straits Settlements, the number of non-active smokers was 20,152, and of semi-active, 8,239, out of a total of 53,150 registered opium-smokers. An intensive search was made for cases of illicit smoking or smuggling, and, as the number of unregistered smokers convicted remained small, the authorities felt that the register was now fairly complete.

The report also stressed a gratifying change in the attitude of the Chinese community to the problem of opium-smoking. Smokers now gave all the necessary information regarding their requirements and an increasing dislike of opium-smoking was being shown, particularly among young persons. A noteworthy fact also was that the better-class Chinese employers were refusing to give work to opium addicts. Young Chinese were now taking a keen interest in games and realising that money could be spent more usefully than on opium-smoking.

Though the gross figure of opium sales in 1935 was only 4% below that for 1934, the figures for the last quarter showed a reduction of 16.3% as compared with the first quarter, and it was expected that in 1936 the volume of opium sales would be 15% less.

Dr. Hoo Chi-Tsai (China) was very satisfied with the report made by the United Kingdom representative. He could confirm that the Singapore Chinese community was definitely hostile to opium-smoking. Two years previously he had informed the Committee of the opening at Singapore of a disintoxication hospital paid for out of Chinese funds—a fact which, he considered, showed the interest taken by the Chinese community in the anti-opium campaign.

Mr. LYALL (Assessor) observed from page 1 of the original report that the number of registered smokers in the Straits Settlements had doubled. The fact that the territory's opium revenue did not show a similar increase was doubtless due to the daily ration being halved. He was entirely in favour of reopening the register and getting all opium-smokers on to it. He suggested that the proper policy now was to expel from the colony every alien found smoking opium illicitly. It should be remembered that, in the Straits Settlements, opium-smokers were not British nationals but immigrants from outside; the Chinese born in the territory very rarely adopted the opium-smoking habit.

Major COLES (United Kingdom) did not know what view the Government would take of Mr. Lyall's suggestion, but thought that unregistered opium-smokers would have to be offered a choice between compulsory medical treatment and deportation. In view of the interest taken by the Committee in his supplementary statement, he would hand it over to the Secretariat for reproduction and circulation as a separate document.

Unfederated Malay States : Kelantan.

The CHAIRMAN suggested that it would be very useful to have fuller particulars of the travelling dispensaries, which treated "nearly 100,000 patients a year" (paragraph II, page 156 of the Summary), and particularly of the infant welfare work which was also being initiated in this State.

Formosa (Taiwan).

Mr. LYALL (Assessor) noted from page 52 of the original annual report that the number of opium-smokers had fallen from some 160,000 in 1900 to about 16,000 at the end of 1934. This was an unexampled achievement which did great credit to the Administration.

The CHAIRMAN associated the Committee with the tribute paid by Mr. Lyall to the Formosan authorities.

Hong-Kong.

Dr. Hoo Chi-Tsai (China) drew attention to the inconsistency of the wording of the fifth sub-paragraph of paragraph (4) on page 160 of the Summary. He suggested that the fines which were "rarely paid" were doubtless imposed, not on opium-smokers, but on illicit traffickers.

Netherlands Indies.

M. DELGORGE (Netherlands) reported that, as from February 1st, the Opium Régie had lowered its prices in Java from 32 to 20 florins per tael in order to decrease the illicit traffic.

Mr. LYALL (Assessor) noted that the Government's grant to anti-opium associations had been reduced by 5,000 florins for budgetary reasons (page 161 of the Summary). He found it impossible to believe that a Government that was compelled to make this petty economy could, as had been frequently repeated, view with indifference the loss of its net opium revenue, which was over seven million florins.

M. DELGORGE (Netherlands) pointed out, as would be seen from the Summary, that the loss of the grant was compensated by allocating to the anti-opium associations part of the proceeds of lotteries. It should also be remembered that many private individuals did not share the Government's belief that the value of the work done by the associations in question was great enough to justify important grants at this time of general retrenchment.

Dr. Hoo Chi-Tsai (China) believed that more varied measures had been taken by the Netherlands authorities in the campaign against prepared opium than was the case in most other colonies. The methods adopted seemed to be similar to those employed by the Chinese Government. He was particularly gratified to note the preventive work done through the schools and by means of printed or broadcast propaganda, but regretted that there appeared to be no provision for propaganda in the Chinese language, though most of the Chinese opium-smokers would be adults who were not so conversant with the language of the country.

Was there any explanation for the decrease in the number of patients treated in hospitals as shown in the table in paragraph IV, page 161 of the Summary? He would also be glad if the Netherlands representative could supply him personally with particulars of the results achieved by the lecithin method of treating opium addicts. In view of the expensive nature of the treatment, it was only given in China to private patients or used in experimental cases.

M. DELGORGE (Netherlands) believed that sufficient anti-opium literature in Chinese was received direct from China. The decrease in the number of patients in hospitals was probably due to economic circumstances as well as to a decrease in the number of addicts. Regarding the lecithin method of treatment, he had heard that results were not very satisfactory, as the treatment was expensive. It was found cheaper to use small doses of strychnine.

The CHAIRMAN hoped that the next annual report would give fuller details of the propaganda work done in the schools, and that official support would continue to be given to the anti-opium associations.

Indo-China.

M. BOURGOIS (France) submitted additional particulars regarding the methods of instruction and propaganda adopted in Indo-China to combat the use of prepared opium.

The Committee agreed that this statement should be reproduced and circulated as a separate document.¹

¹ Document O.C.1645.

Dr. HOO Chi-Tsai (China) and M. DE VASCONCELLOS (Portugal) joined in congratulating the authorities of Indo-China on the results achieved by their propaganda campaign.

Kwantung Leased Territory.

Dr. CARRIÈRE (Switzerland) would be glad to have fuller details of the results of the treatment given to opium addicts at the Dairen Clinic (paragraph IV (x), on page 164 of the Summary).

The Committee agreed that this request should be transmitted to the authorities of the territory. The continuation of the discussion was adjourned to the next meeting.

1106. Illicit Traffic : Forging of Medical Prescriptions : Question raised by the Representative of Mexico.

M. TELLO (Mexico) asked the Chairman of the Seizures Sub-Committee and the Director of the Opium Section whether it would be possible to compile a table showing the number of cases of illicit traffic in a year which were due to the forging of medical prescriptions. He had noted references to this form of illicit traffic in the reports sent in by Austria, Belgium, Canada, Egypt, Hungary, Italy, the Netherlands and Poland.

Colonel SHARMAN (Canada) believed that a special return of the kind described by the Mexican representative could be compiled, but, in the case of Canada, for instance, the statistics might not be absolutely complete, as forgery of prescriptions was an ordinary criminal offence and all cases would not necessarily be reported to the Narcotic Division.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) confirmed that it would be possible for the Secretariat to produce the special return in question on the basis of the annual and seizures reports.

M. TELLO (Mexico) explained that he made the request because his Government had, in 1935, made it compulsory for doctors to use special books of forms, printed on paper that was proof against forgery, for all prescriptions involving the dispensing of narcotic drugs. Rather vigorous protests had been made, and there had also been a Press campaign against the innovation. It would, therefore, be useful if the Committee could establish what part was played by forged prescriptions in the illicit traffic.

Replying to a question of the Director, he confirmed that he did not wish to have a return of cases where abusive use had been made of genuine prescriptions.

M. CASARES (Spain) observed that the Spanish Government had also met with opposition when it had recently introduced its system of special forms for wholesale and retail transactions in narcotics and their prescription by doctors and consumption by the public. He considered M. Tello's suggestion to be highly important, and proposed that the Secretariat should also report on the results already obtained in various countries which had adopted special regulations on the subject.

M. DE MYTTENAERE (Assessor) mentioned that the Belgian courts had recently sentenced the wives of two medical men to one month's imprisonment each for forging prescriptions in their husbands' names, and in another case two doctors had been sentenced to a fine of 3,500 francs and a third to a fine of 7,000 francs and deprivation for six months of the right to sign prescriptions.

The Committee decided to ask the Secretariat to give effect to the Mexican representative's request.

NINTH MEETING (PUBLIC).

Held on Monday, May 25th, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Sweden, and Uruguay.

1107. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (continuation) (Document O.C.1621).

PART II.

SYNOPTIC STATISTICAL TABLES.

Table I : Production of Raw Opium during the Years 1930-1934.

M. SEYMEN (Turkey) said that there was a discrepancy between the figure given in this table for production in Turkey in 1934 (259,219 kilogrammes) and the figure given in the annual report of his Government for 1934 (148,000 kilogrammes).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the former figure was that given in the statistics of the Central Board, and had also been furnished by the Turkish Government. This was apparently a case of contradictory information being supplied by two different services.

M. CARNOY (Belgium) drew attention to an error in column 7 (British India, United Provinces : production in 1932). The figure in question should be 289,328 kilogrammes.

He pointed out that production in India between the years 1930 and 1932 had apparently been steadily increasing.

Mr. HARDY (India) explained that, in both 1930 and the following year, the crop had been poor owing to lack of rain. The year 1932, on the other hand, had been a particularly good one. In 1933, production had been considerably less, whereas, in 1934, the area under cultivation had been reduced by about a half, and production of raw opium was now falling to a very low figure.

Table II : Raw-opium Exports from the Principal Producing Countries, 1930-1934.

The CHAIRMAN pointed out that there had been a very large reduction in 1934, as compared with 1933, in the exports of the following countries : Turkey (56,079 kilogrammes, as compared with 400,047 kilogrammes), Yugoslavia (11,410 kilogrammes, as compared with 70,651 kilogrammes), and India (86,752 kilogrammes, as compared with 133,695 kilogrammes).

Mr. HARDY (India) recalled that all exports of opium from India had been prohibited from 1936 onwards.

Dr. Hoo Chi-Tsai (China) said that the quantities given in footnotes (d) and (h) as having been exported from Iran to China did not appear in the Chinese statistics.

M. PILOSSIAN (Iran) recalled that, during the discussion at the previous session¹ of the figures relating to exports from Iran to China, he had given explanations on this matter. Iran, although it had not ratified the Hague and Geneva Conventions, applied in practice, in order to prevent smuggling, the provisions of those Conventions relating to import certificates. Although his Government was under no obligation in the matter, no consignments were allowed to be shipped unless accompanied by such a certificate. Nevertheless, just as in China there were areas where the production of opium was uncontrolled, there were others which were not under the control of the Central Government and where Iranian opium was consumed. As regards the quantities mentioned in the notes in question, the certificates had probably been issued by the local authorities of the aforesaid areas.

Dr. Hoo Chi-Tsai (China) thought there was some inconsistency between the statement that Iran only allowed exports when accompanied by import certificates and the explanation that certificates had been accepted from authorities who were not under the control of the Central Government. During the last session, he had asked the representative of Iran for definite particulars regarding these areas.

M. PILOSSIAN (Iran) said that, since the Iranian authorities were not under any formal obligation in the matter, they did not feel bound to enquire fully into the source of such certificates. So long as they were satisfied that they had been issued by a public authority, they accepted them as sufficient. He regretted that he could not give any details regarding the areas in question, as, since the time of his conversation with the representative of China, there had been no more exports of this kind.

Dr. CARRIÈRE (Switzerland) did not think that the discussion which had just taken place had entirely cleared up the situation. The application of the system of permits could only be really effective if the authorities refused to accept blindly the permits presented to them, and if they made some effort to ascertain what degree of confidence must be placed in such permits. That did not appear to be the situation in respect of the procedure applied by the authorities in Iraq, judging from the declarations of M. Pilossian. The only means of making the situation entirely clear would be for the Government of Iran to sign the Opium Conventions. M. Pilossian had given the Committee, during its last session, certain assurances in that sense, and the Committee would certainly be very grateful if he would urge his Government to take the necessary steps.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the position at present was that Iran had ratified the 1931 Convention, but had not yet taken action in regard to the Conventions of 1912 and 1925.

M. PILOSSIAN (Iran) said that he had fulfilled the undertaking which he had given at the last session, and had communicated to his Government the Advisory Committee's recommendations. He could only reaffirm that Iran would ratify the Conventions in question as soon as it was possible for it to do so. He would, nevertheless, be glad to communicate to his Government the views expressed at the present session of the Committee.

The CHAIRMAN thanked the representative of Iran for his personal action in the matter.

Dr. Hoo Chi-Tsai (China) associated himself with this expression of thanks. He appreciated the personal efforts which M. Pilossian had made in the matter. He was glad

¹ See Minutes of the twentieth session of the Committee : document C.277.M.144.1935.XI, pages 69-71.

to hear that there had been no further exports to China, and he hoped that it would at least be possible definitely to put an end to such exports.

M. PILOSSIAN (Iran) thought that, since there was ample goodwill, direct conversations between the Governments concerned might give satisfactory results.

Table III : Quantities of Raw Opium utilised for the Manufacture of Drugs, 1930-1934.

The CHAIRMAN drew attention to the striking decrease in the quantity of raw opium utilised in Switzerland in 1934 (6,229 kilogrammes) as compared with that utilised in 1933 (11,951 kilogrammes).

Dr. CARRIÈRE (Switzerland) said that such decreases might be due to a falling-off in trade demands. In this particular case, however, manufacturing figures showed that there had in fact been a decrease.

Table IV : Quantities of Raw Opium utilised for the Manufacture of Prepared Opium, 1930-1934 (compiled in respect of Countries which have made Returns).

Mr. ANSLINGER (United States of America) drew attention to the increase in the case of Kwantung (61,777 kilogrammes in 1934, as compared with 57,945 kilogrammes in 1933).

Mr. HARDY (India) said that there was a discrepancy between this figure and the figure given by the Central Board. There was a similar discrepancy in the case of the figures for Indo-China.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that discrepancies of this kind had also been noted in the case of figures supplied by Turkey. The Secretariat would be grateful if the members of the Committee concerned would invite the attention of the competent authorities in their country to those discrepancies, in order to obviate them in the future.

The CHAIRMAN drew attention to the great decrease in the case of the Netherlands Indies (2,719 kilogrammes in 1934, as compared with 41,232 kilogrammes in 1931 and 51,552 kilogrammes in 1930).

M. DELGORGE (Netherlands) said that this decrease was partly due to the fact that stocks of prepared opium had become too large in previous years. Nevertheless, the consumption of prepared opium was, in fact, decreasing.

M. CARNOY (Belgium) noted that, in the case of the Straits Settlements, there was a marked increase (92,909 kilogrammes in 1934, as compared with 54,641 kilogrammes in 1933).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that it was stated in footnote (b) that the Straits Settlements furnished prepared opium to all the Malay States, to the State of Brunei, to the State of Sarawak, to Hong-Kong and to North Borneo. This had not previously been the case. Accordingly, manufacture in that centre was now being increased.

Table V : Area cultivated, Amount harvested, and Exports of Coca Leaves, 1930-1934.

Mr. ANSLINGER (United States of America) pointed out that imports of crude cocaine from Peru to certain manufacturing countries for refining, as given in footnote (d), had risen from 428 kilogrammes in 1930 to 1,118 kilogrammes in 1934. Could the Secretariat give further information regarding those countries?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) stated that the Secretariat had not any further details at the present time.

Colonel SHARMAN (Canada) said that the 12,324 kilogrammes of extract of coca mentioned in the same footnote as having been imported from Peru by Canada in 1930 had been used for the preparation of a popular beverage. This extract contained no cocaine, a fact of which the police inspectors assured themselves by making purchases from time to time for purposes of analysis.

Table VI : (1) Quantity of Coca Leaves available for all Purposes during the Years 1930 to 1934 ; (2) Quantity utilised in the Manufacture of Drugs during the Years 1930 to 1934, and Stock at the End of These Years (Document O.C.1621(a)).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the figure given for Germany in column 11 should be corrected to 28,485 kilogrammes.

Table VII : Manufacture and Conversion of Morphine, and Manufacture of Diacetylmorphine and of Cocaine during the Years 1930 to 1933.

M. DE VASCONCELLOS (Portugal) noted that in each case there had been an appreciable tendency towards increase in 1933 as compared with 1932. Was there any general explanation for this?

Table VII A : Manufacture and Conversion of Morphine, and Manufacture of Diacetylmorphine, Codeine, Dionine and Cocaine during 1934.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that, as shown in Table VII (A), there had been a decrease in each case in the year 1934.

M. DE VASCONCELLOS (Portugal) said that nevertheless there appeared to be considerable fluctuations in these figures.

M. STEINIG (Secretariat) said that, if the totals for the last five years were taken, it would be seen that there had been a steady decrease over that period. There was an exception in the case of the figure for morphine in 1933, which was, however, more apparent than real, as in that year one ton had been drawn from existing stocks.

Dr. Hoo Chi-Tsai (China) noted that there had also been an increase in 1933 as compared with 1932 in the case of diacetylmorphine and cocaine.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that this was a case of a fluctuation for which there was no specific explanation. The quantities involved were not very considerable.

Dr. Hoo Chi-Tsai (China) asked whether the quantities actually manufactured corresponded to the annual estimates furnished by Governments under the 1931 Convention. He suggested that, for the future, there should be a special column giving the figures of those estimates.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that the Convention had only come into force on January 1st, 1934. This was a consideration which had not arisen, therefore, in compiling the present tables.

Mr. HARDY (India) noted that the largest quantity of cocaine manufactured in any country was in Japan. On the other hand, it would be seen from Table VIII that, as compared with those of the other manufacturing countries, exports of cocaine from Japan were insignificant.

Table VIII : Total Volume of the Export Trade in Morphine, Diacetylmorphine and Cocaine from the Chief Manufacturing and Exporting Countries and from Other Countries during the Years 1930 to 1934.

Table IX : Total Volume of the Import Trade in Morphine, Diacetylmorphine and Cocaine during the Years 1930 to 1934.

Dr. Hoo Chi-Tsai (China) asked why only some of the importing countries were mentioned in Table IX.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) explained that only the manufacturing countries were mentioned in that table, which was intended to be considered in relation to Table VIII.

Colonel SHARMAN (Canada) pointed out that the totals given for the imports of countries individually mentioned in Table IX were only about a quarter the amount of the totals given for the countries classed under the general heading " Other countries ".

M. STEINIG (Secretariat) said that the object of Table IX was to illustrate, by comparison with Tables VII and VIII, the general movement of the drugs in question. It was intended only to allow of a comparison between the total imports of the manufacturing countries and those of the non-manufacturing countries.

Table X (A), (B) and (C), showing respectively for Each Country for which the Data have been furnished the Consumption of Morphine, Diacetylmorphine and Cocaine per Million Inhabitants for the Years 1930 to 1934.

M. CARNOY (Belgium) thought that the figures given in these tables could not be regarded as absolute. For instance, he did not think that the figure given in Table (A) for Belgium in 1934 (12.48 kilogrammes per million inhabitants, as compared with that for 1933—7.30 kilogrammes) could be accepted as corresponding to an exactly proportionate real increase in the consumption of morphine in his country.

M. DE MYTTENAERE (Assessor) noted that the figures for diacetylmorphine and cocaine remained practically constant. This seemed to show that consumption of these drugs must be regular from year to year and that any marked variations in the figures concerning them must be due to inadequate information.

Mr. HARDY (India) thought that the explanation for these variations was to be found in fluctuations in the wholesale trade. He thought it likely that most countries, in arriving at the figures, only took into account the total figure of imports by wholesalers, without making any special enquiry into retail sales.

He wished to call attention to the fact that the highest figure for cocaine consumption was that of Kwantung, the consumption of Japan being second to this.

M. STEINIG (Secretariat) said that Mr. Hardy's statement regarding the method adopted by Governments in ascertaining the figures for this table was correct.

The figures to which M. Carnoy had referred were confirmed by the statistics supplied by the Belgian Government to the Central Board, which showed that total consumption, which had been 60 kilogrammes in 1933, had risen to 103 kilogrammes in 1934.

M. DE MYTTENAERE (Assessor) thought that variations of this kind might be accounted for by the existence of stocks, which would have a falsifying influence on the figures. If the figures for the two years to which M. Carnoy had referred were added and an average was taken, it would be found that these indices had remained fairly constant.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he could not agree with M. de Myttenaere's suggestion so far as this particular case was concerned. The Belgian Government had been asked to give figures for consumption alone, exclusive of stocks.

Colonel SHARMAN (Canada) suggested that the discussion on this point should be postponed until the time of the general discussion on the methods of preparing consumption statistics.

M. CARNOY (Belgium) said that he would endeavour to obtain further information concerning the figures to which he had referred.

Dr. CARRIÈRE (Switzerland) drew attention to the phenomenal decrease in the figures for Kwantung in Table X (B) (Diacetylmorphine) : 0.71 kilogramme per million inhabitants in each of the years 1932-1934, as compared with 28.57 kilogrammes in the year 1930.

Table XI : Quantities of Prepared Opium manufactured in 1925-1934 in Countries which make Returns.

The CHAIRMAN drew attention to the considerable reduction in the quantity of prepared opium manufactured in Indo-China (40,710 kilogrammes in 1934, as compared with 55,797 kilogrammes in 1933).

Table XII : Consumption of Prepared Opium during the Years 1925-1934 in those Countries which make Returns.

M. DELGORGE (Netherlands) proposed that, for the future, a column should be included in this table giving "Consumption per million inhabitants". It would be of value to be able to compare the figures for this consumption in the different countries.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) doubted whether these figures would give a true idea of the facts, since the consumption of prepared opium was restricted to certain sections of the population.

M. DELGORGE (Netherlands) pointed out that this would apply to the other tables also.

M. DE VASCONCELLOS (Portugal) said that it would be very difficult to establish such figures for a territory like Macao, which had a permanent population of 160,000 and a floating population of one million.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought that such figures might best be given on the basis of the number of registered smokers. Any other basis would give an entirely false impression to persons who were not so well acquainted with the tables as were the members of the Committee.

Major COLES (United Kingdom) said that in Hong-Kong also the question of the floating population would considerably affect such statistics.

M. DELGORGE (Netherlands) pointed out that the figures for the number of registered smokers were given in Table XIII. He thought that a special point of interest was the proportion in each country between the total consumption and total population. He did not, however, wish to press his proposal.

M. DE VASCONCELLOS (Portugal) thought it would be very difficult to obtain exact figures for the number of smokers in the floating population. If it were sought to overcome this difficulty by prohibiting opium-smoking in this section of the population, the result would be a very serious falling-off in trade in general for the entire territory concerned.

M. BOURGOIS (France) said that, while he did not wish to oppose M. Delgorge's suggestion, he must point out that figures established on this basis would require very careful interpretation in the case of Indo-China. The total seizures in Indo-China was normally one-third of the amount of the Monopoly sales. In years, however, when the crop was abundant, the Monopoly sales dropped by one-half, while the amount of seizures increased tenfold.

Colonel SHARMAN (Canada) said that he associated himself with M. Delgorge's suggestion so far as it was practicable. The figures of this kind already given in the case of manufactured drugs were extremely valuable, as they revealed to all the consumption per million inhabitants in each country.

It seemed to him that consumption in the case of floating population must remain reasonably constant. With regard to Hong-Kong, he noticed that no objection had been raised to furnishing the figures for consumption of morphine per million inhabitants.

Dr. Hoo Chi-Tsai (China) said that he wished strongly to support M. Delgorge's suggestion. The figures as at present given did not accurately reflect the true situation.

Mr. ANSLINGER (United States of America) said that, if the figures for registered smokers in the Netherlands Indies, the Straits Settlements, Hong-Kong and Kwantung Leased Territory were compared with the consumption figures given in this table, it would be seen that the smoker in Kwantung consumed four times more opium than other smokers.

Major COLES (United Kingdom) said that, in referring to the question of the floating population in Hong-Kong, he had not meant to convey the impression that this question presented an insuperable difficulty, but only that there was a difficulty which must be taken into account.

M. DE VASCONCELLOS (Portugal) said that he did not wish to press his objection, but that he felt he must question the value of such statistics. In cases where a floating population was concerned, this population did not always consist of the same type of persons. One day there might be an influx of population containing a high proportion of smokers, while another day this proportion might be low. Such statistics might, therefore, be most misleading.

The CHAIRMAN noted that M. Delgorge did not wish to press his proposal. It certainly appeared that, at the present time, great difficulties would be encountered in preparing accurate statistics of this kind. Perhaps, however, such statistics might be established at some future time, when the situation had become clearer.

He wished to draw the particular attention of the Committee to the very marked decrease, over the period of ten years covered in Table XIII, in the consumption of prepared opium in Formosa, Hong-Kong, Indo-China, the Netherlands Indies and Siam. This decrease was all the more noteworthy in that the population of those countries had probably increased during that period. He was sure that the Committee would wish to congratulate the Administrations concerned.

The continuation of the discussion was adjourned to a later meeting.

TENTH MEETING (PRIVATE).

Held on Tuesday, May 26th, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee, and the assessors, except the representatives of Austria, Italy, Sweden and Uruguay.

1108. Question of holding Two Sessions of the Committee Each Year.

The Committee decided that the Minutes of this discussion should not be published.

1109. Illicit Traffic : Seizure of Prepared Opium at Chiengrai, Siam, on January 9th, 1935.¹

The Committee decided that the Minutes of this discussion should not be published.

1110. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (continuation). (Document O.C.1621.)

SYNOPTIC STATISTICAL TABLES (continuation).

After an exchange of views,² the Committee adopted the following resolution :

" The Advisory Committee desires to emphasise the importance and usefulness for its work of the statistical synoptical tables in the form in which they have been hitherto prepared by the Secretariat and requests the Central Board to be good enough to furnish to the Secretariat the same information as it has furnished up to now. The Advisory Committee thanks the Central Board for the precious collaboration which it has maintained with the Committee and the Secretariat."

¹ See " Summary of Illicit Transactions and Seizures reported to the Secretariat between January 1st and March 31st, 1936 " (document C.167.M.103.1936. XI, page 20).

² The Committee decided that the Minutes of this discussion should not be published.

ELEVENTH MEETING (PUBLIC).

Held on Tuesday, May 26th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden and Uruguay, and Mr. Lyall (Assessor).

IIII. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1934 (continuation). (Document O.C.1621.)

SYNOPTIC STATISTICAL TABLES (continuation).

Table X (A), (B) and (C), showing respectively for Each Country for which the Data have been furnished the Consumption of Morphine, Diacetylmorphine and Cocaine per Million Inhabitants for the Years 1930-1934 (continuation).

M. CARNOY (Belgium), reverting to the discussion on Table X¹, at the ninth meeting, explained that his remarks had not been specially directed to the situation in Belgium, but constituted a general observation regarding the irregularities noted in several countries. He had merely cited Belgium as an instance of those irregularities. On referring to the documentation, he had noted that the average amount of morphine consumed over the past five years was about 9 kilogrammes, and that, if the figures of the last two years only were taken, the result would be practically the same. Any fluctuations as between one year and another must therefore be due to monetary variations in the volume of purchases. In the case of morphine, it was evident that, at the end of 1933, purchasers might, in view of the coming into force of the Limitation Convention, have wished to postpone their purchases until later. The situation as regards cocaine was practically identical, except that the quantities involved were smaller. The average of the last two years was lower because there had been a substantial decrease in the use of that drug.

Generally speaking, he thought it extremely desirable that there should be some kind of commentary accompanying the statistical tables, so that the general public might be able to grasp the real significance of the figures.

Table XIII : Number of Rationed, Licensed or Registered Smokers, 1925-1934.

LUANG BHADRAVADI (Siam), referring to the figures of dross-consumers given at the end of footnote (h), pointed out that the number of such licensed consumers in Siam in 1933 was 133.

M. RENBORG (Secretariat) asked the Committee whether China should be included in this table, now that opium-smoking was authorised there.

M. CHENG Ting (China) confirmed that the Chinese Government would continue to furnish statistics of the number of licensed opium-smokers, but he saw no necessity for specifically including China in Table XIII.

Mr. ANSLINGER (United States of America) noted that, whereas the consumption of registered opium-smokers was mostly about half a kilogramme per head per year, in the case of Formosa it amounted to over 1 kilogramme, and of Kwantung, to about 2 kilogrammes per head. Could the Japanese representative explain this surprising discrepancy?

M. INAGAKI (Japan) undertook to enquire into the matter.

Table XIV : Number of Retail Shops, Smoking-Establishments, Persons prosecuted, sentenced or acquitted, Statistics of Dross and Seizures during the Year and Stocks of Raw and Prepared Opium at the End of the Year.

M. DELGORGE (Netherlands) said that the stocks of raw opium held in the Netherlands Indies had been specially commented on by the Permanent Central Opium Board in its last report to the Council. Comparing those stocks with the quantity used in 1934 for the manufacture of prepared opium, certain critics had inferred that the raw opium on hand would be sufficient for some forty-six years' consumption, and that the Netherlands Indies were therefore in danger of becoming a centre of the illicit traffic. He failed to see what purpose was served by such tendentious criticism, and he regretted that such a well-informed body

¹ See page 42.

as the Central Board had given a handle for such comments. He would point out that, in the Netherlands Indies, raw-opium stocks were the property of the Government and were strictly controlled, so that there was every guarantee against their being used for contraband purposes. The export of raw opium, moreover, was prohibited by national law and international agreements.

It should be remembered, also, that, though in 1934 only 2,700 kilogrammes of raw opium had been used, the average annual needs of the territory were 22,000 kilogrammes, so that the stock of some 130,000 kilogrammes represented, not forty-six, but only some six or seven, years' consumption and could by no means be regarded as excessive.

Finally, he would like to point out that, in making the criticisms complained of, the Permanent Central Opium Board was really exceeding its powers under the 1925 Convention, as would be clear from the second paragraph of Article 23 of that Convention.

Replying to a suggestion by the Chairman, M. Delgorge agreed that, in the circumstances, copies of the Minutes of the present meeting should be sent to the Central Board, but the purpose of the present statement was also to inform the Advisory Committee of the real situation.

Mr. HARDY (India) drew attention to the possible effect on countries which were large purchasers of raw opium of the withdrawal since 1935 of such a large supplier as India had previously been. Possibly some countries had laid in larger stocks than usual to tide them over until a fresh source of supply was found.

M. DELGORGE (Netherlands) pointed out that the effect of India's withdrawal from the raw-opium market had not been so noticeable, as the Government of India had for many years been reducing the amount available by 10% annually.

Table XV : Gross and Net Receipts for the Year 1934 of the Opium Monopolies, and Expenditure arising from the Control of Consumption of Prepared Opium and from the Campaign against the Opium-smoking Habit.

Mr. HARDY (India) suggested that the wording of the heading of this table was not very clear. As no figures were given for India, there was presumably no intention that the table should show the revenue derived from eating-opium. In addition, he noted that the space occupied in the table by footnotes was twice as much as the space occupied by the figures themselves.

M. RENBORG (Secretariat) would welcome any suggestions for making the heading of the table clearer. He agreed that it was difficult from the table to compare the situation of the opium monopolies in the various countries. This was due to the diversity of the information supplied and of the principles on which the data were compiled. He explained that the table was only designed to show the revenue accruing from prepared opium, as provided for under the Geneva and Bangkok Agreements. There was, of course, no international obligation on India to suppress the eating of opium.

In reply to a further enquiry by Mr. Hardy, M. Renborg added that the information in Table XV was supplied by Governments on the basis of the form for prepared opium adopted by the Advisory Committee. The Governments had been recommended to keep special opium accounts and, if the data had been supplied in accordance with the printed form, fewer difficulties would arise. Actually, however, no separate accounts were kept in many countries for the expenditure on anti-opium propaganda, and the cost of suppressing the illicit traffic, for instance, was frequently borne by the ordinary police services. It was therefore difficult to get an accurate estimate of the expenditure in connection with prepared opium.

Mr. ANSLINGER (United States of America) drew attention to the disparity between a total net revenue of some 50 million francs in the various opium-smoking countries and a total expenditure on hospitals and dispensaries of some 80,000 francs only. There would seem, moreover, to be no expenditure for propaganda purposes.

M. RENBORG (Secretariat) pointed out that the absence of figures in the expenditure columns did not necessarily mean that no money was being expended on the various anti-opium services. He referred the Committee to footnote (ee) in Table XV.

The CHAIRMAN reminded members that the Netherlands Indies annual report had mentioned certain amounts spent on anti-opium propaganda which were not shown in Table XV.

M. DELGORGE (Netherlands) explained that, in the Netherlands Indies, propaganda against opium-smoking was paid for out of the funds of the Educational Department, and would therefore not be known to the authorities controlling narcotics.

Table XVI : Percentage, for the Period 1925-1934, of Net Revenue obtained from Prepared Opium in relation to the Total Revenue of the Country in those Countries which make Returns.

M. DELGORGE (Netherlands) said that the figure for the Netherlands Indies in column 10 should read 1.85 instead of 2.80.

III.2. General Survey of the Position as regards Drugs licitly manufactured during the Years 1930 to 1934.

M. STEINIG (Secretariat), reverting to Tables VII-X, reminded the Committee of his earlier observation¹ to the effect that the most striking feature of 1934, and, generally speaking, of the five years from 1930 to 1934, was a steady and progressive fall in the manufacture of the three main drugs—morphine, diacetylmorphine and cocaine.

Consideration of the descending curve of world manufacture of those three drugs for the period 1930-1934 would show that 1934 marked the lowest level to which that manufacture had ever fallen.

The figures of 26.7 tons for morphine, 1.1 ton for diacetylmorphine and 3.4 tons for cocaine were the lowest recorded for the manufacture of those three drugs since the League of Nations had possessed approximately complete statistics.

The following figures showed the total quantities of those three drugs licitly manufactured in the whole world during 1930-1934 :

	1930 Kg.	1931 Kg.	1932 Kg.	1933 Kg.	1934 Kg.
Morphine	38,634	30,457	27,580	29,997	26,778
Diacetylmorphine	4,088	1,249	1,315	1,347	1,110
Cocaine	5,838	4,612	3,968	4,010	3,472

In the case of morphine, the question arose whether world manufacture in 1934 was sufficient to meet the legitimate requirements (medical and scientific) of the world during the same year ; in other words, whether the quantity of 26.7 tons corresponded to the legitimate demand for morphine in 1934 or whether it was higher or lower than that demand.

In 1934, 21.6 tons of morphine had been used for conversion into other drugs (codeine, dionine, diacetylmorphine, etc.). The total world consumption of morphine as such during the same year amounted to 6.8 tons. The addition to that figure of the quantity of morphine used for manufacturing certain preparations—about half a ton—would give a total of 28.9 tons of morphine used in 1934 either for conversion, consumption or for the manufacture of certain preparations—an amount which was about 2.2 tons more than the total amount manufactured.

It was the first time since the League of Nations started to study the phenomenon of manufacture and utilisation of morphine that the quantities actually used during a year were so much in excess of the quantities actually manufactured.

The amount of morphine used during 1934 over and above the quantities manufactured during that year obviously came from the reserve stocks of the previous year. A comparison of the world stocks of morphine at the beginning and at the end of 1934 confirmed that conclusion : whereas there were 10.1 tons of morphine in stock on January 1st, 1934, there were only 7.9 tons left on December 31st of the same year. That meant a decrease of about 2.2 tons in the world's reserve stocks of morphine.

Assuming that about 29 tons of morphine represented the world's minimum legitimate requirements of that drug, it might be inferred that, to stop the exhaustion of the reserve stocks, the total world manufacture of morphine in 1935 had reverted to the 1933 level of about 30 tons. It might, therefore, be expected that the figures of world manufacture of morphine for 1935 would show an increase as compared with 1934, a year when the manufacture of morphine had fallen to an exceptionally low level.

It was interesting to observe that, as regards the general fall in the amount of morphine manufactured throughout the world, two opposing trends were very clearly shown—on the one hand, a relatively very large increase in that manufacture in certain new manufacturing countries (that was to say, countries which had started the manufacture of morphine in 1930 or later), and, on the other hand, a very substantial fall in such manufacture in certain old manufacturing countries. Belgium, for instance, had in 1934 manufactured altogether 973 kilogrammes of morphine, as compared with 419 kilogrammes in 1933 ; Hungary, 365 kilogrammes as compared with 192 kilogrammes ; Poland, 456 kilogrammes as compared with 174 ; Sweden, 141 kilogrammes as compared with 72 ; Czechoslovakia, 460 kilogrammes as compared with 367. The older manufacturing countries, on the other hand, showed a decrease in amounts manufactured. Germany showed a decrease from 6,285 kilogrammes in 1933 to 4,983 in 1934 ; France, from 4,482 kilogrammes to 3,022 ; Switzerland, from 1,595 kilogrammes to 805 ; and the United States of America, from 7,015 kilogrammes to 5,983. If there was a general decrease in the amount of morphine manufactured in the whole world, it was due to the fact that the increased manufacture in the newer manufacturing countries was more than offset by the decreased manufacture in the older manufacturing countries.

Taking the various countries separately, it would be noted that in 1934 the relative proportions between national and world manufacture were as follows :

The largest manufacturer of *morphine* was the United States of America with nearly 6 tons or almost 22½% of the world total ; Germany was second with 18.6% (about 5 tons) ; Japan was third with 12.4% (3.3 tons), and France fourth with 11.3% (about 3 tons).

¹ See page 42.

In the case of *diacetylmorphine*, the first, second, third and fourth places were occupied by Japan, the United Kingdom, the Union of Soviet Socialist Republics and Germany with 49.3% (547 kg.), 9.2% (102 kg.), 8.6% (96 kg.) and 8.6% (96 kg.) respectively.

In the case of *cocaine*, Japan led with 26.2% (910 kg.), followed by the United States of America and the United Kingdom with 24.7% (856 kg.) and 11.1% (385 kg.) respectively.

As a result of the coming into force of the 1931 Convention, separate figures were now given in Table VII (A) for the manufacture of *codeine* and *dionine*. It was interesting in this connection to note that Germany was the leading manufacturer of both codeine and dionine, her output in 1934 forming 22.6% (3,890 kg.) and 35.9% (614 kg.) of the world production. The United States of America took second place with 21.6% (3,731 kg.) and 13.8% (236 kg.) respectively, and the third place for codeine was held by France with 18.1% (3,124 kg.) and for dionine by the Union of Soviet Socialist Republics with 12.3% (211 kg.). The Committee would also observe that the sum of the quantities of codeine (17,234 kg.) and dionine (1,711 kg.) was virtually identical with the amount of morphine used for conversion into the Group II drugs (19,959 kg., as shown in column 6 of Table VII).

A comparison of the exports of the three chief drugs for the period 1930-1934 showed the same tendency to fall that had been noted in the case of manufacture. The following figures illustrated this trend :

	1930 Kg.	1931 Kg.	1932 Kg.	1933 Kg.	1934 Kg.
Morphine	2,618	1,922	1,760	1,728	1,456
Diacetylmorphine	886	358	311	319	243
Cocaine	1,789	1,451	1,416	1,418	1,115

The 1934 export figures of all these three drugs were the lowest ever recorded.

The world consumption of the three drugs in question would seem to follow the general movement of manufacture and exports. The amounts of these drugs consumed from 1932 to 1934 were as follows :

	1932 Kg.	1933 Kg.	1934 Kg.
Morphine (as such)	7,255	7,410	6,810
Diacetylmorphine	1,257	1,135	1,019
Cocaine	3,542	3,409	3,209

The lowest figures of world consumption would, therefore, seem to have been reached in 1934.

Generally speaking, it might be said that the amounts of diacetylmorphine and cocaine manufactured legitimately by firms holding licences were more and more close to the amounts needed for legitimate consumption ; in the case of morphine remaining as such (5,777 kg.), they were even below the same amounts for 1934.

In conclusion, M. Steinig emphasised the tendency of all three elements of the situation—manufacture, export and consumption—in the direction of steady and progressive decrease.

M. DE VASCONCELLOS (Portugal) commended M. Steinig's statement as an excellent example of the kind of commentary which should accompany all statistical tables if they were to hold the attention of readers. The League could congratulate itself, he thought, on the results achieved as regards control of the legitimate trade in narcotic drugs. Much still remained to be done ; but, if the same persistence were shown, the Committee might eventually hope to bring the illicit traffic under control also.

M. BOURGOIS (France) said that the statement made by M. Steinig, for which he deserved the Committee's warmest congratulations, was a striking illustration of what the League, and the League only, could do in this field. He recommended that the statement should be circulated in roneo form to members, that a summary be included in the Committee's report and that the Information Section be requested to arrange for its publication. The French delegation would see that the statement was given due prominence in the French medical Press.

The CHAIRMAN, after congratulating M. Steinig on his extremely interesting communication, suggested that other delegations might usefully adopt the last suggestion made by the French representative.

Dr. CARRIÈRE (Switzerland) was prepared to arrange for the publication in a Swiss periodical of a suitable summary of M. Steinig's statement.

The increase of production in the countries which had recently undertaken the manufacture of narcotic drugs was in no way disquieting, since it was balanced by a reduction in the production of the older manufacturing countries. That was a direct consequence of the effective application of the Limitation Convention and the facts to which attention had been drawn should remove the apprehensions expressed during the Conference of 1931 as to the undesirable consequences which the Convention might entail.

Major COLES (United Kingdom) endorsed the suggestions made by the French representative and promised to do his best to secure appropriate publicity for M. Steinig's statement in the British technical Press.

M. CARNOY (Belgium), referring to the increase in manufacture and export noted in the newer manufacturing countries, pointed out that those countries manufactured mainly for the home market; that development was another illustration of the universal tendency towards economic nationalism.

Colonel SHARMAN (Canada) suggested that the Committee should authorise an addition to this statement to the effect that the machinery for increased production had broken down.

M. INAGAKI (Japan) drew attention to the relationship between the general economic situation and the figures given in these statistics, more particularly the rise and fall of manufacture and export, and asked whether M. Steinig could make any remarks on the subject.

M. STEINIG (Secretariat) said that it was very difficult to say exactly how far the tendency of drug manufacture reflected the general economic situation of the country. The situation of Japan in this respect was, he thought, a very special one.

III.3. Preparatory Work with a view to a Conference to consider the Possibility of Limiting and Controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf (Document O.C.1641).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), after summarising the contents of the document prepared by the Secretariat, added that a letter had just been received from the Peruvian delegation communicating a memorandum by a private organisation in that country on the cultivation of the coca leaf in Peru.

The documentation in the possession of the Secretariat was still very incomplete and, as emphasis had frequently been laid on the necessity for the preparatory work being well advanced if proper control was to be exercised over the production of raw materials, the Committee would have to decide how to expedite the forwarding of the replies to the questionnaires by Governments of producing countries.

M. SEYMEN (Turkey) reminded the Committee that, in a speech made on May 20th, he had drawn special attention to the efforts of certain countries to introduce poppy-growing at a time when producing countries were trying to decrease their output. He now proposed to give the Committee his Government's views on the subject of an international conference for limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf.

Turkey did not produce coca leaves, but the opium poppy grew there in abundance. Nevertheless, the Turkish Government had not hesitated to regulate the cultivation of the opium poppy. Law No. 2253 put the growing of this crop under State supervision. Under that law, the competent authorities were authorised to indicate what areas and how much ground might be devoted to poppy-growing. No one could grow the opium poppy without prior permission or sow fields not licensed for that purpose.

The idea of the Turkish Government in enacting those measures was to maintain a balance between the yield of the poppy crop and the needs of national and international markets, while at the same time safeguarding, as far as possible, the interests of the farmers.

By assuming the right to regulate the opium-poppy crop, the Turkish Government had once again given evidence of its sincere desire to help in the campaign against narcotic drugs. As things were at present, however, the Turkish Government could not see the urgency for an international agreement, the effect of which might be to restrict its power of judging what were the country's economic requirements and where the interests of its farmers lay at a time when it had voluntarily taken steps to reduce substantially the national production.

The Turkish Government did not underrate the advantages of an international arrangement for limiting poppy-growing. It had no objection in principle to the proposal under discussion, but had not yet defined its position towards the convening of an international conference. The questionnaire received from the League Secretariat was being thoroughly studied, and the competent department hoped soon to be able to communicate its reply.

M. DE VASCONCELLOS (Portugal) believed that the fundamental defect of the proposal now under discussion was that it associated together the opium poppy and the coca leaf, which differed entirely both as regards their geographical distribution and also methods of cultivation and possible methods of control. It was clear from the Secretariat's report that, whereas very little documentation was available regarding the coca leaf, there seemed to be some prospect that the great opium-producing countries, like China, India, Iran, Turkey and Yugoslavia, would be prepared to co-operate with the Committee.

He proposed, therefore, that a separation should be made and that efforts should be concentrated for the time being on preparing for the conference to limit and control the cultivation of the opium poppy.

If the two problems continued to be combined, no limitation conference would ever be achieved. The cultivation of the poppy for opium was a delicate operation invented by man; by dint of overcoming great difficulties, it might, of course, be possible to arrange for its limitation and control. The coca plant, however, grew wild in certain districts, and its use was habitual with a number of native tribes who did not use it as a drug, so that it would for many years evade all supervision.

M. PILOSSIAN (Iran) explained that the absence of a reply from the Iranian authorities was mainly due to the difficulties which had been found in replying to certain items in the questionnaire, particularly as regards the anhydrous opium and morphine contents. The Secretariat's report itself (page 2, section I, paragraph 1 of Part I) admitted those difficulties. It was extremely difficult, for instance, for either an exporting or an importing country to estimate the anhydrous opium and morphine contents of shipments made in 1929, 1930 or 1931.

The same was true of the economic and social aspects of the scheme proposed. If the production of one of a country's chief export items were to be limited, a very careful study would have to be made of the possible effects of such a measure on the country's economy and also of possible substitutes.

His personal view was that the problem was not yet ripe for practical consideration and that further discussion in the Advisory Committee and by Government departments was essential.

The CHAIRMAN appreciated the difficulties experienced by producing countries. He would, however, remind the Committee that the 50% decrease in the output of manufactured drugs must also have involved great sacrifices for the manufacturing countries. India, too, had already made a very appreciable sacrifice in ceasing exports of raw opium. Producers of raw materials, therefore, could hardly complain if they were now asked to make a similar sacrifice. It was quite impossible to continue adjourning the subject indefinitely, and he therefore welcomed the Portuguese representative's proposal to divide the question and, with the Council's approval, prepare first for a conference on the cultivation of the opium poppy only.

M. MANOILOVITCH (Yugoslavia) proposed to communicate the Secretariat's document and the Secretary's comments to his Government, and hoped shortly to be able to convey the latter's reply to Part II of the questionnaire.

M. PILOSSIAN (Iran) had not intended to suggest that the problem was insoluble or that the proposed conference should be indefinitely adjourned. He had merely pointed out that the available documentation was still incomplete both as regards production and consumption; China, for instance, had not yet supplied any data. There was the further consideration that much of the opium used for smoking was obtained from illicit crops for which it was unlikely that any reliable figures could be supplied. His idea was that, as soon as sufficient information was available, it would be possible to decide the date and the agenda of the prospective conference.

Dr. Hoo Chi-Tsai (China) recalled his statement made at the Committee's last session that the Chinese Government was in favour of convening a conference on raw materials, particularly since, if opium-growing could be limited internationally, it would be a great encouragement to the Chinese Government's Six-Year Plan. The argument of the Iranian representative that not enough data were available might be equally applicable some years hence. If that view were maintained, it would mean postponing the conference to the Greek Calends. If the material available were insufficient, producing countries should make up the deficiency, if necessary at the conference.

Meanwhile, Dr. Hoo supported the suggestion of the Portuguese representative to separate the two questions, particularly as the opium-poppy problem was much more urgent than that of the coca leaf.

The CHAIRMAN welcomed the support given by the representative of the biggest opium-producing country to the suggestion of convening a conference as soon as possible, and pointed out that it was always customary for national delegates to such conferences to bring the necessary supplementary information to the conference itself.

Mr. ANSLINGER (United States of America) reminded the Committee that it was their realisation that there was an overproduction of manufactured drugs amounting to some fifty tons annually which had led manufacturing countries to agree to the sacrifices imposed by the Limitation Convention. The responsibility had now been shifted from those countries to the countries which produced raw materials, and those latter countries should therefore show an equal readiness to support the necessary sacrifices. As the opium poppy accounted for 90% of the drugs marketed, there was every reason for dividing the question as proposed by M. de Vasconcellos and expediting the convening of the conference on opium production.

M. SEYMEN (Turkey) confirmed that his Government had no objection in principle to the proposed conference being convened, particularly as it had itself taken the initiative and reduced the area in Turkey under opium poppies.

Colonel SHARMAN (Canada) asked whether it was proposed to limit the cultivation of the opium poppy to the same extent as specified, in the case of narcotic drugs, in the preamble to the Limitation Convention—that was to say, “to the world’s legitimate requirements for medical and scientific purposes”—or would the limitation be more extensive still?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) expressed the personal view that the conference would probably follow the same lines as the 1931 Limitation Conference—that was to say, it would establish what were the legitimate requirements and eliminate those which it thought superfluous. Legitimate requirements might mean the requirements for medical and scientific purposes, or they might mean more.

M. PILOSSIAN (Iran) said that his Government was also prepared to limit opium-poppy growing and to agree to a conference being convened; but he did not think such a conference could fairly be compared with the 1931 Conference, where drug statistics had been supplied by the various manufacturing countries. In addition, raw-opium requirements were not confined merely to medical and scientific purposes; there were also the needs of licensed opium-smoking dens. He feared that, if the statistics of production and consumption were incomplete, any Convention concluded would remain a dead letter.

M. BOURGOIS (France) admitted that there were difficulties in obtaining statistics regarding the consumption of prepared opium and the yield of opium per hectare of poppies sown, but did not think that these were insuperable obstacles to a study of the question.

Dr. CARRIÈRE (Switzerland) observed that Switzerland, which did not produce raw materials, was only interested in the future conference as a manufacturing country. As the Council had asked that the conference should meet as soon as possible, he did not see how the Committee could indefinitely postpone convening it. He felt, however, that it was desirable, in order to facilitate progress, to put on one side the question of the coca leaf and to confine attention for the moment to the preparation of a convention which should deal solely with the much more urgent question of the cultivation of the opium poppy. As to the procedure to be followed, he was of opinion that an attempt should first be made to ascertain what countries were prepared to participate in the conference. Once their replies had been received, arrangements should be made to prepare, as had been done for the Conferences of 1925 and 1931, one or several preliminary draft conventions. The approved draft would be submitted to the conference, whose aim would be, in his view, not strictly to ration the producing countries, but rather to lay down methods according to which their legitimate needs in respect of raw materials would be determined.

Major COLES (United Kingdom) suggested that, as the failure of Governments to supply the necessary information appeared to have brought the Committee to an impasse, a date should be fixed by which Governments should supply all ascertainable particulars. It would then be possible to judge what further action should be taken.

M. PILOSSIAN (Iran) supported the suggestion, and advocated the deletion of the first part of the questionnaire, as the particulars there asked for could not be supplied by the larger producing countries.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that, as the questionnaire had already been sent out, it would cause unnecessary confusion to abridge it in any way; countries should simply supply whatever information they had available. If the documentation was to be ready in time for the May session in 1937, the Secretariat would require to have replies before the end of the present year.

On the Chinese representative pointing out that more time was required to obtain information from the interior of China, *the Committee decided to fix January 31st, 1937, as the final date for the receipt of replies from the Governments of opium-producing countries.*

M. BOURGOIS (France) suggested the advisability, at the Committee’s next session, of studying the main principles that should form the basis of the future Convention and asking the Governments of opium-producing countries whether they could attend a conference based on such principles.

TWELFTH MEETING (PUBLIC).

Held on Wednesday, May 27th, 1936, at 3.30 p.m.

Chairman : Dr. CHOPZKO (Poland), and then Mr. HARDY (India) (Vice-Chairman).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Sweden and Uruguay.

1114. Absence of the Representative of Uruguay : Communication by the Secretary.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he had received a letter from M. de Castro in which the representative of Uruguay said that he regretted that he was prevented by other duties from attending the present session of the Committee. He sent his apologies and his respects to the Chairman and the Committee.

1115. Examination of the Situation in the Far East.

Dr. Hoo Chi-Tsai (China) read the following statement :

I shall endeavour to describe to you as succinctly as possible what has been done in China since the Committee's last session. To begin with, I will only mention the more outstanding facts, while at the same time giving more detailed explanations on any points which the Committee might care to raise.

At its sessions in 1934¹ and 1935,² I outlined the general character of the new measures taken in China to stamp out the abuse of opium and manufactured drugs. Since that time, we have proceeded with the application of the fundamental principles adopted. New measures have further been introduced to strengthen those already in force, but the general scheme of our anti-drug campaign has not varied.

I will arrange my remarks under three heads, although the questions dealt with under each of them are naturally interrelated, the drug problem being as indivisible as the problem of peace. My sole object in making the subdivision is to increase the clarity of my account and to throw the various aspects of the same problem into greater relief. I will therefore deal with the following subjects :

- I. General measures ;
- II. Opium ;
- III. Manufactured drugs.

I. General Measures.

To increase the efficacy of its anti-drug activities, my Government found it necessary to make certain changes in the system previously in force, both as regards the administrative machinery and the legislation by which the work was governed. On May 29th, 1935, for example, the Central Political Committee of the Kuomintang, now the supreme authority in China, decided upon the following measures :

1. Dissolution of the National Opium Suppression Committee set up in 1928 for the purpose of directing the campaign in China against narcotic drugs.
2. Creation of a post of Inspector-General for the Opium Suppression, responsible for stamping out the misuse of narcotic drugs, and appointment to this post of the Generalissimo Chang Kai Shek, Chairman of the Military Affairs Committee of the National Government. Subject to the approval of the Central Political Committee, the Inspector-General is empowered to enact any measures necessary for the performance of his duties ;
3. Abrogation of the Opium Suppression Law of July 25th, 1929, the provisions of which no longer met the requirements of the anti-drug campaign.
4. Suspension of the application of Chapter XX (Drug Offences) of the Criminal Code in districts in which the rules enacted by the Inspector-General were in force. The provisions of the Criminal Code—already very severe, as they provided for penalties up to lifelong imprisonment and fines rising to 10,000 yuans, according to the seriousness of the offence—have been found insufficiently drastic for the exceptional period of the Chinese Government's present campaign. Henceforward the penalties applicable will be those provided for in the regulations already communicated to the Committee and in those to be promulgated by the Inspector-General.

¹ See Minutes of the nineteenth session of the Committee : document C.33.M.14.1935.XI, pages 54 *et seq.*

² See Minutes of the twentieth session of the Committee : document C.277.M.144 1935.XI, pages 80 *et seq.*

Armed with the powers entrusted to him by the Central Political Council, the Inspector-General will be assisted by the following two authorities acting directly under his orders :

1. The Supervisory Bureau for the Suppression of Opium at Hankow, which is responsible for putting down the illicit transport and sale of drugs, and for supervising the transportation and sale of opium for the use of registered smokers. Regulations defining the powers of that Bureau will be found in document O.C.1576.

2. The Central Opium Suppression Commission, set up in the autumn of 1935 for the purpose of conducting all the necessary enquiries and co-ordinating the efforts of all the provincial authorities in the matter of the abolition of poppy-growing and the use of narcotic drugs. It is the Central Commission also that has the duty of following the work of the League of Nations in drug questions and supplying it with the necessary information. The Central Commission began work at Nanking in January 1936. It is presided over by the Inspector-General, and its members are selected from among those most prominent in the anti-drug campaign in the various provinces. The Commission has to meet at least twice each year in plenary session. In addition, three of its members have been appointed to act in a permanent capacity and to carry on its current work with the assistance of the permanent staff. The regulations defining the Commission's powers will be found in document O.C.1639(a).

In the provinces, municipalities and districts, commissions are to be formed, where such do not already exist, to supervise the abolition of drug-taking in their respective areas. For this purpose, regulations were issued in the previous year, which are reproduced in document O.C.1639(a). Believing that the Advisory Committee would be interested to learn how these regulations had been applied at Shanghai, I supplied a copy of the Order regarding the Opium Suppression Commission of Shanghai ; it is reproduced in document O.C.1639.

The Central Opium Suppression Commission held its first plenary session on February 1st-4th, 1936. The session was, in the main, devoted to drawing up new proposals for the abolition of drugs. More than thirty proposals were submitted by the members of the Committee, and most of these were adopted or referred for examination to the competent administrations. A summary of these proposals will be communicated to the Advisory Committee as soon as they come into force. In the meantime, some of the more important, or at least more interesting, of these suggestions may be mentioned. They refer respectively to the following matters :

1. The destruction of poppy seed in provinces and areas where poppy-growing is prohibited.

2. Control of ingredients used in the production of manufactured drugs—for example acetic anhydride, caffeine, lactose, etc. Such control consists in estimating the legitimate requirements of such ingredients and authorising no imports in excess of such requirements, each import requiring an import certificate.

3. Prohibition of all kinds of anti-opium pills or proprietary remedies not individually prescribed by doctors. This proposal was prompted by the fact that, hitherto, the anti-opium proprietary remedies which could be procured without a doctor's prescription and which prescribed the same treatment for all smokers have not given satisfactory results and have frequently done more harm than good.

4. The moral and technical training of persons in charge of anti-drug work, such training to be given either at a school to be opened for the purpose or at special courses.

5. The formation in the various provinces of local specialised police forces to put down illicit traffic and to assist the special police of the Supervisory Bureau for the Suppression of Opium.

6. The introduction of a measure making village headmen and elders responsible for cases of addiction and illicit manufacture of drugs in their own areas.

The above proposals were either adopted as they stood or were referred for consideration to the competent authorities. The numerous other proposals which were adopted but which I have not mentioned touched upon all aspects of the anti-drug campaign and propaganda.

As a conclusion to the proceedings of its first session, the Central Opium Suppression Commission published a manifesto embodying the following three points :

1. The Government is firmly determined to stamp out the opium evil in the prescribed period of six years.

2. It will never modify its six-year plan for the suppression of opium for the sake of the insignificant revenue it derives from the sale of opium.

3. The entire nation must support, guide and encourage the Government in its campaign against the misuse of narcotic drugs. It must join its efforts to those of the Government to enable the latter to accomplish its task. The nation's future depends upon the success of the campaign, and the whole people must, without delay, join in a relentless campaign against the evil by which China is threatened until the common purpose has been achieved.

II. *Opium.*

In consequence of the abrogation of the law for the suppression of opium and the suspension of Chapter XX of the Criminal Code, regulations were introduced in October 1935 laying down the penalties for offences against the anti-opium laws. This Order is reproduced in document O.C.1606(1), and I will therefore not discuss it.

The Government continued to apply the measures previously adopted, of which the Advisory Committee is already aware, with regard to the abolition of poppy-growing, the transport and sale of opium, the registration of smokers and the establishment of hospitals for opium-takers and other drug addicts. In document O.C.1639(a), page 4, it is stated that poppy-growing has been prohibited in twelve provinces. In seven other provinces, a scheme of gradual yearly reduction of poppy-growing has been adopted. The time-limit for this reduction varies from two to five years, according to the particular province. In order to ascertain whether the total prohibition of poppy-growing is applied in all districts of certain provinces, and in certain districts of other provinces, the Central Government sends special commissioners to make inspections on the spot; and the regulations to which I have referred provide for very severe penalties, extending to capital punishment, for offences against the prohibition to grow the plant.

As the Committee is aware, opium in the provinces still authorised to cultivate the poppy is purchased, transported and sold either directly by the Supervisory Bureau for the Suppression of Opium or under its supervision. The revenue derived by the Bureau from these transactions amounts annually to some 20 million yuans, and is used to cover the expenditure involved in the suppression of opium—*e.g.*, the expenditure of the commissions in the different provinces for the suppression of the drug, grants to hospitals, cost of the Supervisory Bureau for the Suppression of Opium, etc., and also for relief grants to districts in which poppy-growing has been suppressed. The income and expenditure in question are both regarded as non-recurrent, since under the six-year plan the source of such revenue is to be reduced by successive annual stages over six years.

Sales of raw opium, through the hong and retailers, amounted in Shanghai, Hankow and in nine provinces in 1934 to a total of 51,898,599.31 taels, which is equivalent to some 1,960 tons. The distribution of these sales was as follows:

	Taels
Shanghai	11,914,816.00
Hankow	6,965,031.50
Kiangsu	1,676,951.00
Anhui	3,810,241.00
Kiangsi	1,526,381.00
Fukien	902,407.00
Hunan	8,500,449.00
Hupeh	1,730,736.56
Honan	7,330,354.25
Shensi	5,478,600.00
Kansu	2,062,632.00
Total	51,898,599.31

Detailed figures of the opium seizures effected in 1935 are contained in document O.C.S. 276(4). I need only refer to the total, which amounted to some 60,000 kilogrammes. These seizures were effected by the Customs, postal and railway authorities and by the Supervisory Bureau for the Suppression of Opium.

Document O.C.1638 gives the figures hitherto obtained with regard to the registration of smokers, while document O.C.1639(a) contains information as to how the registration is carried out in certain provinces. The annual reduction in the number of smokers will have to be based on the final figures for registered smokers. These will be required to have themselves cured within defined time-limits; and with the reduction in the number of smokers there will be a reduction in the sales of opium, so that the use of opium for smoking and the sales of the drug will come to an end together. The total number of registered smokers in those provinces which have hitherto sent in figures to the central authorities is $1\frac{1}{2}$ million smokers. The time-limit for registration was to have been the end of 1935; but it has not proved possible to keep to this date, and it has had to be extended in some provinces. New time-limits have been fixed, varying according to the particular province, after which special commissioners will be sent by the Central Government to the spot to check the registers. When registration has finally ceased, smokers without permits will be punished on discovery and will be compelled to undergo compulsory disintoxication treatment. In the provinces of Shensi and Shantung and in the municipalities of Nanking and Tsingtao, there has been no registration of smokers, since opium-smoking is now prohibited in all these, and smokers, when found, are punished.

The number of disintoxication hospitals, which last year amounted to 597, is now 810. They are in the same provinces and municipalities as were specified by me at the last session of the Committee, with, in addition, Wei-Hai-Wei, which has two such hospitals. At some of these hospitals the patients are taught trades. Others are concerned with their moral rehabilitation. In some provinces, cured patients are required to execute public works over a certain period.

III. *Manufactured Drugs.*

Regulations of a more detailed character than the provisional regulations of May 1934, the place of which they take, were issued in October 1935 with regard to penalties for offences against the prohibition of manufactured drugs. A translation of these regulations will be found in document O.C.1606(1), and I need not therefore make further reference to the subject on the present occasion.

Detailed figures of the 1935 seizures of drugs manufactured and ingredients used in the manufacture of drugs were submitted in document O.C.S.276(d). The seizures were effected by the Customs, postal and railway authorities and by the Supervisory Bureau for the Suppression of Opium. The seizures by all these authorities in 1935 amounted to the following figures in the case of the principal drugs :

	Kilogrammes
Morphine	45
Heroin	188
Pills (various) containing narcotics	703

In 1935, 970 persons were sentenced to death and executed for various offences against the prohibition of manufactured drugs. Special commissioners of the Central Government were sent to the provinces to ensure the strict application of the provisions with regard to the prohibition of drug manufacture.

According to the information at my disposal, the drastic measures we have taken in the matter have led to a restriction in the activities of the clandestine manufacturers of and traffickers in manufactured drugs, wherever the problem has not been complicated by factors beyond the Chinese authorities' control, as to which I shall have more to say below.

In conclusion, I may say that, in spite of the almost insuperable difficulties with which we are confronted, the Chinese authorities have in the past year not relaxed their efforts for the suppression of narcotic drugs. The Government's efforts are supported by enlightened public opinion, which realises the menace of these drugs. Although the time-limits fixed for the registration of smokers have frequently been exceeded, the time-limits for the reduction in poppy-growing have, in general, been observed. There is a distinct impression that, since the campaign against drugs has been co-ordinated and centralised in the hands of the Inspector-General for the Suppression of Opium, the campaign has begun to yield results.

For the moment, the greatest difficulty encountered—a difficulty which it is not possible for China to solve without the co-operation of other countries—consists in the activities of certain foreign nationals, who are taking advantage of their privileged position to engage in drug-trafficking on a vast scale in Chinese territory. The Chinese authorities can do nothing against these traffickers, who constitute centres of infection for the Chinese in the very heart of China, and are stultifying the effect of the measures we are taking, particularly in regard to manufactured drugs. This aspect of the problem has already been denounced in the international Press to such an extent that I need not go further into detail in the matter.

I am aware that recently the authorities and impartial persons, even in the country from which these traffickers come, have expressed indignation at the traffickers' activities ; and on more occasions than one the authorities in question have afforded us their help in combating the illicit traffic. I take this opportunity to express my gratitude to them for such co-operation. But the situation is still very serious in some parts of China, particularly in Northern China ; and I am sure the Committee will be with me in hoping that the co-operation of the authorities in question, which has hitherto been forthcoming upon occasion, will in future be accorded regularly and unreservedly and in all parts of Chinese territory.

In such a situation as this, an authoritative expression of opinion by this Committee may be of great service to the object we all have in view and would be the best means of fulfilling the task entrusted to the Committee.

I should like, in conclusion, to repeat what I have already had occasion to say to the Committee at other sessions—namely, that the Chinese Government would welcome any concrete practical suggestions by the Committee calculated to assist it in its campaign against narcotic drugs. The Chinese Government, as you are aware, has taken all the steps which it believed to be necessary in the circumstances ; but, should other effective action be suggested, it would not fail to study and, where necessary, to take such action.

The CHAIRMAN said that he was sure that the Committee as a whole would associate itself with the hope which the representative of China had expressed that the authorities of the countries particularly concerned, and especially of those among them which were represented on the Committee, would collaborate more completely and unreservedly with the Chinese authorities. Dr. Hoo Chi-Tsai had himself said that this collaboration was now becoming more effective than it had been in the past. The Chairman thought that the work of the Sub-Committee presided over by M. Casares might have helped in this improvement, and he was sure that his colleagues would wish to thank M. Casares for that work.

M. HORTA (Japan) said that the Japanese authorities were fully alive to the gravity of the situation in North China and were anxious to help in every possible way in taking efficacious measures to bring about an improvement.

According to a report received from the Japanese Consul-General at Tientsin, the establishment of consular police posts had done much to improve the situation in that area. On May 21st of the preceding year, the consular police had undertaken a cleaning-up operation in the district of Chang-hi. Twenty-one persons (seven Japanese and fourteen Koreans) had been fined, imprisoned and expelled from the territory.

Further, information given in a newspaper published in Dairen showed that close collaboration had lately been established between the consular and the Manchurian authorities and the Japanese police in that territory. Measures were being taken in order to prevent undesirable persons from entering the zone, while a systematic enquiry in the case of suspected persons had also been set on foot.

The Japanese Government was desirous of doing all in its power to improve the situation.

The CHAIRMAN thanked the Japanese representative for his observations, and was sure that the Committee would wish to express the hope that the measures taken by the Japanese authorities would be more and more energetically applied.

Mr. LYALL (Assessor) said that he had before him a Chinese map of the county of Chang-li, on which the narcotic-drug shops existing in that county were marked. Chang-li was a country town on the Tientsin-Mukden Railway, about fifty miles south-west of Shan-hai-Kuan. The county of which it was the capital had about 400,000 inhabitants and an area of about 800 square miles. The whole country was included in the demilitarised zone.

He had also an official list, in Chinese, of the narcotic-drug shops in the county. This list had been compiled in May 1935, and had been given him by Miss Muriel Lester, who had obtained it on the spot. It gave the situation of each shop, the name of the firm and of the owner, the owner's nationality and the nature of his business. It contained the names of 131 shops owned by Japanese or Koreans in which morphine or heroin was sold. He could not, of course, guarantee the accuracy of every detail contained in the list. It appeared to be a reliable document, however, and Miss Lester, who had many friends living in Chang-li, had assured him that it was such.

In 1935, Chang-li had been governed by a highly respected Chinese official, who had tried hard to protect his people from heroin and morphine. But, faced as he was by extra-territorial rights, there was little he could do. His predecessor had had to be transferred, because he had been accused of being anti-Japanese. With 131 Japanese morphine shops in his territory, he could hardly have been otherwise. Moreover, it appeared from the list that over thirty of these morphine shops were, in addition, brothels. Mr. Lyall supposed that brothels were still quite common in China, but to provide heroin in them, in cigarettes or otherwise, was a new and detestable practice. It would turn young men into drug addicts, without their knowing what they were about.

Mr. Lyall had no accurate evidence of the number of morphine shops in other parts of China. But, in the preceding summer, he had received a private letter from his friend, the late M. Henri Wilden, the then French Minister to China, in which M. Wilden had said, referring to morphine and heroin, that, in North China, Koreans and Japanese sold these drugs just like patties ("en vendent comme des petits pâtés"). This was confirmed by information he had received from several other people who had lately been in North China. He saw no reason for believing that conditions were exceptionally bad in Chang-li; indeed, as it was a quiet country district, he would have expected them to be better there than elsewhere.

Mr. Lyall would be doing an injustice to Japan if he did not point out that many high-minded Japanese were deeply concerned at what was going on in China. They felt that the drug traffickers were dishonouring their country. Moreover, the Japanese Press had not been silent. In its January number, a Japanese magazine, of which the English name was *Current Events*, had criticised the Japanese Government for its failure to suppress the drug traffic.

M. Hotta had referred to the action taken in Chang-li by the Japanese Consul-General at Tientsin. Mr. Lyall had information that only two of the men apprehended had kept shops in which morphine was being sold and that their shops had been closed. Nevertheless, the fact remained that, of the 131 shops existing in Chang-li before the raid, 129 still remained open.

He had two other documents which were also of some interest. These were lists of the opium-dens in Foochow and Amoy, which were kept by Japanese subjects—nearly all of them Formosans. According to those lists, there were 323 such dens in Amoy and 319 in Foochow. All the names and addresses were given. Miss Lester, who had given him the lists, had told him that they had been compiled by a voluntary organisation of Japanese, Chinese, English and Americans. She had herself verified the situation of a number of the dens. Mr. Munson, of the Y.M.C.A., who had supervised the preparation of both lists, believed that they were correct. These lists referred to February, 1935.

Now that the Chinese Government had temporarily legalised opium-smoking, it might seem a matter of indifference whether an opium-den was kept by a Chinese or a Formosan. It had, however, to be borne in mind that the Chinese Government could control opium-dens kept by Chinese and could not control those that were kept by foreigners.

Mr. Lyall wished to make it quite clear that he was not trying to insinuate that Japanese subjects were the only people engaged in the illicit drug traffic in China. He knew that other foreigners were also involved in it; indeed, he thought it likely that far more Chinese than Japanese were peddling heroin at the present time. That a certain number of Chinese officials were making money out of morphine was also, he regretted to say, only too probable. But,

as he had pointed out, the Chinese Government could deal with Chinese culprits, and it could not deal with foreigners who had extra-territorial rights.

China was now once more making a great effort to suppress opium-smoking. The task was colossal. It could not be successfully carried out unless either the smokers were really cured of their craving for opium or, alternatively, morphine and heroin were banished from the market, for opium-smokers who could no longer get opium would take to morphine or heroin instead, which were very much worse.

Many thousands of Chinese homes were already being made wretched by heroin and, unless the illicit traffic was put down, an even greater number would be made miserable. Much of this heroin was being sold by Japanese and Koreans. Because these men were foreigners, and because Chinese officials could not interfere with them, their activities caused much more resentment among Chinese than the illicit traffic carried on by the Chinese themselves. If the Chinese people were once to become convinced that Japan was chiefly to blame for all the lives that were wrecked by heroin, the amount of hatred that would be engendered might last for generations.

A hundred years ago, much the same thing had been happening in the South as was now happening in North China. But in those days it had been opium, not heroin, that was being smuggled, and that opium had come from India. Most of the opium had been actually smuggled by Chinese, but it was British merchants who had imported it into Canton, and behind the British merchant had stood the power of the British Government. When a courageous Chinese Viceroy confiscated and destroyed twenty thousand chests of opium owned by British subjects, China had been compelled to pay six million dollars compensation and to dismiss the Viceroy for his anti-British attitude. And the smuggling had continued.

The political differences between England and China had not caused much ill-feeling, and the fighting that they had led to had been very soon forgotten. But for nearly a century the relations between England and China had been poisoned by Indian opium. Nearly ten years after the war, Mr. Aleock had written :

“ The Chinese regard the British as the great producers, carriers and sellers of the drug, to our own great profit and their undoubted impoverishment and ruin. Hostility and distrust can alone be traced to this source. No other feelings flow from it, and the consequences will meet us at every turn of our negotiations, in our daily intercourse and every changing phase of our relations. It must be seriously taken into account and calculated upon as an adverse element in all we attempt in China.”

England had made the mistake of allowing a moral question, in which she was wholly in the wrong, to get mixed up with political questions, in which she had had a great deal of right on her side. For the sake of China and for her own sake, he hoped that Japan would be wiser than England had been.

(Mr. Hardy (Vice-Chairman) took the chair.)

M. CASARES (Spain) said that, as, to his regret, he was obliged shortly to leave Geneva, he had prepared a draft resolution on this question, which he would hand in to the Chairman in order that it might be considered at the appropriate time.

He associated himself with the thanks expressed to the Chinese representative for his clear, methodical and frank statement. His colleagues would have noted the immense efforts that the Chinese Government was making to improve a situation which, while alarming throughout the whole country, was, in certain regions especially, of a gravity which no one could deny. He wished to draw special attention to that part of Dr. Hoo Chi-Tsai's statement concerning the difficulties encountered by the Chinese authorities in connection with areas under extra-territorial jurisdiction, in which the Chinese representative had said that he trusted the Committee would associate itself with the hope he had expressed that the collaboration of the authorities of the countries especially concerned would in future be given regularly, unreservedly and in respect of all parts of Chinese territory. The Sub-Committee over which he presided had already noted a considerable improvement in this regard, and the Committee as a whole welcomed this evidence and thought that it might in part be attributed to the efforts which the Sub-Committee had been making for some time past. As the Chinese Government was doing all in its power to collaborate and had asked for the support of the Committee, it was the bounden duty of the Committee to give such support. In this spirit, he had drawn up the resolution to which he had referred, which was as follows :

“ The Opium Advisory Committee,

“ Profoundly disturbed by the situation created in North China by the illicit traffic in opium and manufactured drugs, due to the continual machinations of certain foreigners ;

“ Considering that the Chinese representative's appeal for Governmental collaboration in putting an end to this alarming traffic is deserving of practical support from Governments :

" Recommends that those Governments which have not yet done so should take all possible measures—more especially those already advocated in the resolution adopted by the Advisory Committee at its eighteenth session, on May 31st, 1934¹ to prevent their nationals from engaging in this traffic."

Dr. Hoo Chi-Tsai (China) thanked the representative of Spain for his observations. He was sure that, coming from M. Casares, they would be a great encouragement to his Government. He thought that the Committee owed a debt of gratitude to M. Casares for presenting the draft resolution, which was a constructive contribution to the campaign in China against the scourge of narcotics.

III.6. Enquiry into Drug Addiction.

M. CASARES (Spain) said that he wished to take this opportunity, before leaving Geneva, to refer to the question of an enquiry into the extent of drug addiction. He recalled that the need had been stressed in the Fifth Committee of the Assembly for obtaining an approximate idea of the extent of the problem of addiction,² and that he himself had also on that occasion drawn attention to the interest which such an enquiry would present. The Secretariat had prepared certain commentaries and drawn up certain tables, which, however, for reasons into which he would not now enter, it had not been possible to maintain and distribute. He hoped, however, that tables of this kind would be submitted to the Committee in some form. Certain countries had information available on the subject, and this might be supplemented by enquiries from individual members of the Committee. In this way, it would be possible to obtain at all events an approximate idea of the number of addicts, the consumption of drugs by those addicts, etc.

M. Casares felt that he himself was especially entitled to raise this question, as a start had already been made in Spain in making such an enquiry. If other countries would also institute an enquiry, information could be obtained from hospitals, mutual assistance organisations, etc. Even a first approximation would be a valuable step in giving effect to the resolutions of the Fifth Committee and the Assembly.

The VICE-CHAIRMAN said that he was sure that all his colleagues very much regretted that M. Casares was obliged to leave Geneva, and that they were glad that it had at least been possible for him to speak at this meeting both on the question to which he had just referred and also on the situation in China.

III.7. Report of the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention on the Work of its Fifth Session.

M. CASARES (Spain), Chairman of the Permanent Sub-Committee, submitted his report (document O.C.1651).³

M. PILOSSIAN (Iran) said that, at the twentieth session of the Committee,⁴ he had referred to a certain duplication of work in the presenting of particulars regarding the movement of opium from the Persian Gulf, in that, while the Government of Iran regularly sent statistics regarding such shipments both to the Central Board and to the Advisory Committee, statistics of those shipments were also sent by the Government of the United Kingdom. He now noted that there had been a triplication of this work, since document O.C.417(t), communicated by the Government of the United Kingdom on May 22nd, 1936, repeated exactly the same list as that given in document O.C.417(s), presented at the last session of the Committee; and, moreover, contained precisely the same errors to which he had himself drawn attention at that session.

He noted that, in its report, the Sub-Committee now recommended that the United Kingdom Government should continue to supply, as in the past, details in regard to the movements of opium from the Persian Gulf, no account being taken of the fact that the Iranian Government had sent this information regularly, and that it alone was qualified to do so. It was superfluous, therefore, to request the United Kingdom Government to send in exactly the same information. He added that, if this recommendation of the Sub-Committee were adopted, the Iranian Government would consider it unnecessary for it any longer to supply statistics to the Central Board or to the Advisory Committee.

Major COLES (United Kingdom) said that the view had been expressed in the Sub-Committee that this form of co-operation on the part of his Government might be valuable. His Government was ready to continue to give this co-operation if desired, but it was, of course, for the Committee to take a decision on the matter.

He was aware that, as the representative of Iran had observed, there was a certain duplication between the two lists to which reference had been made. The explanation of

¹ See document C.256.M.105.1934.XI, page 12.

² See the report of the Fifth Committee to the sixteenth session of the Assembly, *Official Journal*, Special Supplement No. 142, page 83.

³ For the text of the report, see Annex 2 to the report of the Advisory Committee to the Council on the work of its twenty-first session (document C.278 M.168.1936.XI, page 29).

⁴ See document C.277.M.144.1935 XI, page 98.

this was that it had been pointed out that the statistics contained in the first list were not comparable with those given in the Iranian statement, in that they related to different periods. In order to rectify this, the United Kingdom Government had, in its more recent list, given particulars in respect of the Iranian year in question, completing those particulars for the succeeding Iranian year.

Mr. FULLER (United States of America) understood that the Iranian Government was not prepared to furnish all the information that was desired, but would restrict itself to supplying total statistics. The Committee was, he thought, entitled to have more definite particulars regarding, for instance, the declared destination of the consignments of opium which had been shipped to China, a country in which importation of opium was prohibited by the Central Government, and where Iranian opium was used to manufacture prepared opium for sale in the illicit traffic in the United States. Although Iran was not a party to the Hague and Geneva Conventions, he felt that the Committee was justified in expecting co-operation from the Iranian Government in supplying information of this kind in accordance with the spirit of the Convention.

M. PILOSSIAN (Iran) said that he of course appreciated the desire of the United Kingdom Government to co-operate with the Advisory Committee. He could not, however, regard duplication of work such as that to which he had referred as useful co-operation.

Referring to Mr. Fuller's observations, he observed that, if reference were made to the Minutes of the last session, it would be found that he had never said that his Government was not ready to give the information desired. On the contrary, he had pointed out that the particulars given in the Iranian report were more complete and more accurate than those given in the report of the United Kingdom, and that there was nothing to be added to the former. He felt, therefore, that the Committee should have confidence in the competent departments of the Iranian Government and should abandon the practice of seeking information from other sources. Otherwise, his Government would have to regard itself as exempted from continuing to supply such information.

Mr. FULLER (United States of America) asked the Iranian representative if he would give any information regarding the names of the two ships which, on September 2nd, 1931, and September 9th of the same year, respectively, had sailed from Bushire for an unknown destination with a consignment of 300 chests of opium each.

The VICE-CHAIRMAN thought that there was a misunderstanding on this matter. The Iranian Government had furnished the figures in question, but had stated that it was unable to give the names of the ships. During the period before the Iranian Government furnished statistics, it had been the practice to obtain particulars of shipments from Bushire from the United Kingdom Government. He believed that the United Kingdom authorities had obtained their information from the local trade circles. The probable reason why it had not been possible to obtain particulars regarding the ships in question was that they had most likely lain outside the ports and been loaded at night.

If there were the slightest difficulty—and he did not think there would be—in obtaining particulars of this kind from the Iranian Government, it would always be possible, as before, to obtain them from the trade. He thought, however, that, if the Iranian Government was prepared to give full figures, the Committee should regard this as sufficient.

M. PILOSSIAN (Iran) entirely agreed with the suggestion made by the Vice-Chairman. The document in which reference was made to the two ships, though without their names, had been submitted, not by the Iranian Government, but by the representative of the United Kingdom. If the Iranian Government had in due course been requested for this information, it would willingly have given it. The only reason why his Government did not at present state the names of ships was that no provision was made for this in the forms supplied by the Central Board and the Advisory Committee.

If the Committee were willing to accept his proposal, M. Pilossian thought that no change need be made in the report of the Sub-Committee, provided it were placed on record in the Minutes of the present meeting that the Committee was agreed that it should discontinue the practice of requesting a report from the United Kingdom on the movement of opium from the Persian Gulf, and was prepared to regard the report of the Iranian Government as sufficient.

M. CASARES (Spain) thought that this proposal could be accepted, provided the information given by the Iranian Government was not less complete than that given by other Governments.

M. PILOSSIAN (Iran) said that he could not accept any suggestion implying discrimination. The Iranian Government would continue to supply all the information and statistics which were supplied by other Governments, but it was not prepared to pledge itself to give any other information. It could, however, as an exceptional measure and as an act of courtesy to the Committee, give information requested regarding particular points, such as the names of the ships transporting the opium.

The VICE-CHAIRMAN said that he did not think any qualifying condition, such as M. Casares had suggested, would be necessary. As he had pointed out, if the information supplied by the Iranian Government should not be considered sufficient, it would always be possible to supplement it.

Colonel SHARMAN (Canada) said that the situation in regard to shipments of opium from Bushire was a special one calling for special treatment. He thought that the Committee was entitled, for instance, in the case of the shipments of opium to China, to be informed of the quantity of opium which had been shipped and of the authorities whose import certificates had been accepted as an alternative to those of the Central Government. If a similar case were to arise at a later session, and no more information were then given in the report of the Iranian Government than had been given in this instance, he would feel it his duty, as a member of the Seizures Sub-Committee, to ask for supplementary information.

M. DELGORGE (Netherlands) said that the reservation which M. Casares had suggested did not imply any discrimination as against the Government of Iran. It was only a question of an anomalous state of affairs : transactions which the Iranian Government regarded as licit, other Governments regarded as illicit owing to the fact that Iran was not a party to the 1912 and 1925 Conventions.

M. PILOSSIAN (Iran) explained that the reason why his Government had not given, as supplementary information, the names of the ships to which Mr. Fuller had referred was that it had not been asked for this information. He thought that the United Kingdom report also left something to be desired, as the names of the two ships in question were not, in fact, given in that report. For such information, the Committee should apply to the Iranian Government, which was better qualified to supply it than any other Government.

Iran, although not a party to the Hague and Geneva Conventions of 1925, nevertheless regularly supplied to the Central Board and the Advisory Committee all the statistics provided for under those Conventions. He observed that, so far, no inaccuracy had been noted in those documents.

He thought, therefore, that the Committee might have full confidence in the statistics supplied by his Government, which would, in any case, be more complete and accurate than figures relating to Iran supplied by the Government of another country. He would suggest, therefore, that the Committee should discontinue its practice of applying for information to the Government of the United Kingdom.

The VICE-CHAIRMAN said that there were two questions before the Committee : first, whether the report of the Sub-Committee should be amended in this connection and, secondly, the question of the reference which should be made to the proposed new practice in the report of the plenary Committee itself.

M. PILOSSIAN (Iran) said that, if the report of the Sub-Committee were to be presented to the Council, he would have to press for an amendment of the passage in question.

Dr. Hoo Chi-Tsai (China) said that the report of the Sub-Committee, if it were not given the form of a report of the plenary Committee, constituted a whole and could not now be amended. As a report of the Sub-Committee, it might be presented only in the form of an annex to the report of the plenary Committee, mention being made in this latter report of the views expressed by certain members on the point in question.

M. DELGORGE (Netherlands) thought that, if this suggestion were adopted, reference might be made in a footnote to the views expressed in the Committee in connection with the passage in question.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought the suggestion of the representative of China a practical one. The Committee could state in its own report the decision which had been taken in the matter, after drawing attention to the observations made by the representative of Iran.

M. PILOSSIAN (Iran) said he was prepared to accept Dr. Hoo Chi-Tsai's suggestion, provided it were adopted as a constant principle that a report of a sub-committee addressed to the plenary Committee only could not be amended by the Committee. In this case, it should be mentioned in the report of the plenary Committee that the Committee had considered the suggestion made by the Sub-Committee, but had been of the opinion that the information in question should be requested, not of the Government of the United Kingdom, but of the Government of Iran.

The continuation of the discussion was adjourned to a later meeting.

THIRTEENTH MEETING (PUBLIC).

Held on Thursday, May 28th, 1936, at 10.30 a.m.

Chairman : Dr. CIODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Sweden and Uruguay.

1118. Report of the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention on the Work of its Fifth Session (continuation) (Document O.C.1651).¹

Mr. HARDY (India), after summarising the discussions in the Sub-Committee, proposed that the report submitted should be adopted unchanged. Any delegates who wished to make alterations in the text would have an opportunity of submitting these when the draft report of the plenary Committee to the Council was being discussed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that it was open to the Committee either to follow the Vice-Chairman's suggestion or, as was quite usual, to adopt the Sub-Committee's report with amendments. The Iranian representative had said that his Government was prepared to continue to communicate information as hitherto, and even to supply additional information if this was specifically requested by the Committee. If the latter agreed that, in principle, the Sub-Committee's report could be amended, he or the Rapporteur was prepared to suggest suitable changes.

M. CASARES (Spain), Rapporteur, confirmed that it was quite customary for the Advisory Committee to introduce amendments when adopting the reports of Sub-Committees. Following the Director's suggestion, he was prepared to make certain proposals for such amendments. The concluding words of the sixth paragraph would be amended to read : " Of these, the Sub-Committee decided to endorse the following : ". In the next paragraph, the first and second suggestions of the United States Government would be retained, the third would be deleted altogether and the subsequent suggestions renumbered accordingly. Finally, the last sentence of the paragraph following the above suggestions, which at present read as follows :

" The representative of the United Kingdom informed the Sub-Committee that his Government would continue to supply annually information in regard to the movement of raw opium from the port of Bushire as long as the Advisory Committee so desired ",

should be replaced by the following text :

" The Sub-Committee expresses the hope that the Iranian Government will furnish annually and in the same detail the information hitherto furnished by the United Kingdom Government with regard to the movement of opium from the Persian Gulf."

The Committee adopted the amendments proposed by the Rapporteur.

M. PILOSSIAN (Iran) objected to the prominence given in the second suggestion of the United States Government to Iranian opium. If the Committee would refer to page 151 of the Permanent Central Opium Board's report to the Council,² it would see that, in addition to 43,659 kilogrammes imported from Iran, China had also received 6,808 kilogrammes of raw opium from Korea, besides 15 kilogrammes from the Union of Soviet Socialist Republics. It was therefore invidious, to his mind, to stress the predominance of Iranian opium in Chinese imports, and he would propose that the wording of the second suggestion be amended to read :
" . . . the import into China of all foreign opium ".

M. CASARES (Spain), Rapporteur, was personally prepared to accept the amendment suggested, if it were also approved by the other members of the Sub-Committee and if it did not give rise to any objection on the part of the United States representative.

Dr. Hoo Chi-Tsai (China) pointed out that the actual wording of the United States suggestions could hardly be tampered with by the Committee, but, to satisfy the Iranian representative, he was prepared to substitute, in the next sentence of the paragraph, following upon the suggestions :

¹ For the final text of the report, see Annex 2 to the report of the Advisory Committee to the Council on the work of its twenty-first session : document C.278.M.168.1936.XI, page 29.

² Document C.1.M.1.1936.XI.

"The representative of China further stated that his Government was doing everything possible to stop imports of Iranian opium into China"

for the words "Iranian opium", the words "foreign opium".

Dr. Hoo Chi-Tsai's proposal was adopted.

Mr. FULLER (United States of America) said that, if his Government's suggestions were not formally endorsed by the Committee, he would, in view of the important part played by Iranian opium in the illicit traffic in prepared opium from China to the United States, be obliged to insist on a reference being made in the report to the Council to the fact that those suggestions in regard to Iranian opium had been made by the United States Government.

M. PILOSSIAN (Iran), in reply to the Chinese representative, pointed out that the Sub-Committee's report need not endorse all the suggestions which had been received. He disagreed with the contention of the United States representative. He did not believe that the 600 chests of raw opium shipped by Iran to China constituted the greatest difficulty in the campaign against the illicit traffic in China.

Mr. HARDY (India) observed that the United States authorities had good reason for stressing the menace of raw-opium exports from Iran, seeing that, from the figures now furnished by the Iranian authorities themselves, more than 80% of the raw opium imported into China came from Iran.

M. DELGORGE (Netherlands) added that nearly all the raw opium seized in the Netherlands Indies was Iranian opium from China.

M. PILOSSIAN (Iran) maintained his proposal to delete the reference, in the second of the suggestions by the United States representative, to Iranian opium. Such a reference, he urged, was tantamount to discrimination and quite inconsistent with the appeals which the Advisory Committee itself had made to the Iranian Government's sense of international solidarity.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) deprecated the suggestion that there had been any discrimination against Iran, particularly as it was mathematically correct that more than 80% of the opium imported into China came from Iran. Moreover, the procedure questioned by the Iranian representative was fully consistent with that which had always been followed by the Advisory Committee.

M. CASARES (Spain), Rapporteur, saw no further point in protracting a useless discussion. If the Iranian representative continued to press the point, the Committee would have no option but to take a vote, M. Pilossian being free to enter any necessary reservations or attach any necessary explanations to the report adopted.

M. DE VASCONCELLOS (Portugal) did not see what the Iranian representative would gain, even if the vote to be taken went in his favour, since the statement to which he objected would, in any case, be maintained by the United States representative.

M. PILOSSIAN (Iran) protested again the misconception that 80% of Chinese imports of raw opium came from Iran, more particularly since the misconception was based on regular returns which had been voluntarily supplied by his Government. If advantage were thus to be taken of the goodwill of the Iranian authorities, the latter would have to consider whether they should not adopt different tactics. He agreed to a vote being taken and accepted the offer to submit a written declaration on this subject.

By twelve votes to one, with three abstentions, the Iranian representative's proposal was rejected. The Sub-Committee's report, as amended, was adopted.

III.9. Examination of the Situation in the Far East (continuation).

Mr. FULLER (United States of America) made the following statement :

We are now considering the situation in the Far East, which includes, as we are reminded by the agenda, the general situation in China and also the situation in respect of Chapter IV of the Hague Opium Convention of 1922, which deals with co-operation between the Governments of China and of other nations ; and it may be well to recall, at this juncture, that in this area—that is to say, in China north and south of the Great Wall—over 90% of the opium grown in the entire world is produced, to say nothing of vast quantities of heroin many times the world's needs for medical and scientific purposes. Lest this be questioned, I call attention to a single seizure, reported by the Chinese Government in its 1934 report as made at Peiping, of one-tenth of the annual needs of the world for heroin. It is in this area, China, that the prices of drugs sold for the purpose of satisfying addiction are lower than anywhere else in the world—a circumstance that I need not tell you is vitally significant.

It will doubtless be recalled that, at a previous session of this Committee, in speaking of the vast flood of opium produced in China—practically none of which is used for any purpose save the gratification of addiction—I characterised that production as a menace to the world. I still consider that production as a menace, and I repeat the hope that the Government of China will be able in time entirely to suppress production within its borders. Let us now attempt to marshal the facts available which have a bearing on this situation.

It may be well to recall that the bulk of this production of opium in China takes place in what have been characterised as the "frontier" provinces, which form a semicircle around the country from Yunnan and Kweichow on the south through Sikang, Szechuan, Chinghai, Kansu, Shensi, Ninghsia, Suiyuan, Chahar, Jehol, Heilungkiang, Kirin, and Liaoning. In other words, China consists of a central core which is practically free from opium cultivation, surrounded by a belt in which most of the world's opium is produced. It should be borne in mind that, in some of the provinces in that belt, the National Government of China has, for some time past, had no control. This circumstance should always be borne in mind.

The Chinese representative, at our last session,¹ stated that it is the object of his Government to suppress the cultivation of the poppy and the use of prepared opium in China by about the end of 1940. It is to be hoped that the Government of China, in its annual reports, will keep the other parties to the Limitation Convention of 1931 informed of the progress which it achieves toward those two ends.

We have before us the Chinese annual report for 1934, we have a mass of military laws and regulations and we have a certain amount of civil law.

We should not forget that the report in question deals only with 1934, the year in which the Government of China had merely made a start in setting up the organisation designed to handle the problem along the new and very different lines which it has decided to follow. The report deals with a transition period. However much we may regret that it contains nothing regarding the production of opium, no figures concerning the movement of opium, practically no specific information in regard to illicit traffic and clandestine manufacture in the interior of the country, and nothing concerning the revenue derived from the opium trade, we should not, in my opinion, undertake to base upon a report for 1934 any conclusions as to the results accomplished by the new plan for meeting the opium and narcotic-drug problem.

Some inkling is given in the report, on page 14, of the possible volume of illicit traffic in heroin in Peiping, where it describes a single seizure which involved 90 kilogrammes of heroin; but the almost total absence of data concerning the internal illicit traffic makes it impossible to base on this report definite conclusions concerning that traffic or concerning clandestine manufacture of derivatives.

As for the laws and regulations which have already been circulated to members of the Committee, it appears to be not yet quite clear whether they are part of the substantive law of China as a result of having been passed by the body constitutionally clothed with authority to enact legislation or are merely military orders. The Secretariat informs me that they have not yet been sent to the Secretary-General by the Chinese Government for transmission to the other parties to the Limitation Convention of 1931.

As to the suppression of opium-smoking, I do not propose to enter into a discussion at the present time other than to say that I still believe that the way to suppress is to suppress, and that I deprecate the establishment anywhere of Government monopolies. It is not going to be easy, in 1940, to give up the rich revenues to be derived by the Government from peddling opium to its citizens.

What I do wish to speak about is the production in China of raw opium and that of opium derivatives.

Realising the danger which results from the enormous production of opium in China, the American authorities enlisted the aid of reliable, well-informed and public-spirited Chinese citizens in every province of China to conduct a nation-wide survey of the production of raw opium and of the production of opium derivatives. This survey was made in an entirely independent manner. It was made without the co-operation or even the knowledge of diplomatic or consular officers. The figures were largely obtained from Chinese officials, who would naturally speak more freely under those circumstances.

The survey covered the cost of production, taxation, selling prices, volume of production, movement of the opium, and production of derivatives. It covered every province in China, both north and south of the Great Wall. The figures are illuminating.

The figures for opium production were tabulated, the lowest estimate being taken for each province. The total production came to 12,261 metric tons, or over 90% of the world production. Had the maximum estimates been taken, the total would have been 18,000 tons.

The largest producers in 1935 were : Yunnan (about the size of Poland), which produced 4,644 metric tons, and Szechuan (about the size of France), which produced 4,334 metric tons. Manchuria and Jehol accounted for 1,325 metric tons.

In Yunnan, measures (which I am informed were effective) were taken in 1935 to suppress cultivation in certain hsien (counties). At the same time, however, official encouragement was given to increased cultivation in the rest of the province, so that it remains to be seen whether the total production will decrease. Poppy is sown in Yunnan in October. Just before the sowing season in 1935, an order is reported to have been issued by M. Luli Tsung-jen, Commissioner of Finance, and, concurrently, Head of the General Opium Suppression Bureau of the province. This order is reported to have been widely circulated in various parts of the

¹ See Minutes of the twentieth session of the Committee : document C.277.M.144.1935.XI, page 82.

province and posted in public places. Since the proclamation decreed by Generalissimo Chiang Kai-shek, calling for the suppression of opium in Yunnan in the spring, many farmers had hesitated to cultivate poppies in the autumn of 1935. The purpose of the order issued was apparently to assure the public that poppies may still be grown and that those who discontinue growing them may be subjected to heavy punishment. The contents of the order in question are reported to have been as follows, in translation :

"Order of the General Opium Suppression Bureau, Yunnan."

"The public is hereby notified that this province is the poorest province in the whole nation, and that there are hardly any Yunnan products which are marketable in other parts of the country, with the exception of opium. Perfectly aware of the evil of opium, the Government, with the interests of the people at heart, realising the suffering which results from famine and poverty, deems it expedient to allow cultivation of the poppy as a means to relieve the people of their financial stringency. But, if the cultivation of the poppy does no more than supply the local consumption of the province, it only impairs the health of the people and contributes nothing toward their income. The result will be that the suffering will become more serious and the conditions of poverty remain.

"For this reason, the Opium Suppression Bureau has formulated a plan for the Government to undertake the sole transportation and distribution of opium, and also to limit the smoking-addicts in this province. All these plans are carried on for the sake of the people and not to enrich the Government. It is very disappointing to know that a group of ignorant people in this province has recently circulated the rumour that it is illegal and unprofitable to cultivate the poppy. They have either cultivated other crops in place of the opium poppy or have let their old poppy fields lie barren. Such practices cannot be of any harm to the Government, for these people will have to pay the poppy tax regardless; consequently, the loss falls upon these people. Furthermore, the transportation and trade in opium under Government auspices may realise funds for the Government to push reconstruction along various lines of development in the interest of the public.

"The people of Szechuan have been compelled by circumstances to pay in advance over fifty years of land tax. If no more revenue is derived from opium in this province, how could we meet the civil and military expenses? The result will be, of course, to collect more taxes from the people, and more suffering will naturally ensue.

"The public is hereby earnestly warned against refraining from cultivation of the poppy. They are advised to continue cultivation in old poppy fields. They should not be inconsistent and irregular in the cultivation. Such actions are equivalent to ignoring Government orders and offering negative resistance to the authorities. If such cases are discovered, the offenders will be subjected to fines doubling the rate of regular poppy taxes and they will be looked upon as counter-revolutionary.

"In order to dispel any doubt on the part of the public, this order will serve to reiterate the stand of the Government in this issue. It is hoped the public as a whole will obey this order and sow poppy as usual. They should not listen to rumour and thus involve themselves in trouble.

"(Sealed) LUN Tsung-Jen,

"Commissioner."

In Szechuan, some effort was made toward suppression in 1935, but the ten hsiens (counties) which have, in the past, produced the bulk of the Szechuan production were officially permitted to continue production. It remains to be seen, therefore, whether and to what extent there will be any reduction in Szechuan production or not.

In Manchuria and Jehol, the production is conservatively estimated as increasing by about 6% annually, and little or no effective measures to limit or suppress cultivation are in evidence anywhere.

There was a decrease in 1935 in two provinces—Kweichow (about five times as large as the Netherlands), which produced in that year 290½ metric tons; and Hunan (about the size of Austria, Hungary and Switzerland together), 194 metric tons. Cultivation was to have been totally suppressed in Hunan, but the Central Government has authorised twenty hsiens (counties) to continue. The decrease in Kweichow was due to the ravages of Communist bandits.

In twelve provinces, there was no production worth mentioning. These are: Kwangsi, Kwangtung, Fukien, Chekiang, Kiangsi, Hupeh, Anhui, Kiangsu, Honan, Shansi, Hopeh and Shantung.

In all of the other provinces, except Ninghsia, production increased in 1935. In Sikang, Chinghai, Suiyuan and Chahar, there was no evidence of suppression. In Kansu and Shensi, the total production increased, despite suppression in limited areas. In Ninghsia, the production—780 metric tons—was about average and, with the recent establishment of Government sales agencies in Hopeh, threatens to increase.

The members of the Committee will doubtless recall the establishment, in April 1933, by interests connected with the National Government of China, of the Farmers' Bank, the real purpose and object of which were made public by the fearless and conscientious Mr. Chow Li-seng, of the Control Yuan, to whom I have previously paid tribute in this Committee and would now repeat that tribute. The announced purpose of this bank was to afford farmers assistance in financing their operations. The real purpose was to finance the opium trade. In the past two years, this bank has extended its operations to various opium-producing districts and has opened branches in the leading cities of China with a view to facilitating the opium traffic. The bank, which has a \$7,000,000 paid-up capital, is now reported to have been authorised to issue \$100,000,000 worth of banknotes—a circumstance which indicates that the opium trade has been a profitable one for the past three years and that some confidence in its future is felt.

With regard to the smuggling of opium into China, I should like to call attention to the estimates made public by the *Academica Sinica* as a result of a study made by that body of China's foreign trade for the past ten years. That estimate places the quantity of opium thus smuggled in 1933 and 1934 at 44 million Chinese ounces, equivalent to 1,637 tons, of which about 1,000,000 Chinese ounces, equivalent to about 37 tons, were estimated to have been smuggled into Dairen. While this estimate seems entirely too high, it may be noted that 272½ metric tons of Iranian opium left Bushire for China in 1933 and 43 metric tons in 1934, and that the rumour persists that additional Iranian opium has also been brought into China from Iran through other countries.

Opium Derivatives.

The survey, naturally, did not develop, in regard to opium derivatives, information as complete as that in regard to raw opium, but the data obtained is illuminating nevertheless.

It is interesting to note that Yunnan ships out about 19 metric tons per annum of opium dross.

As to morphine and heroin, the following provinces are apparently free from clandestine manufacture: Kwangsi, Chekiang, Kiangsi, Sikang, Chinghai, Kansu, Shensi, Anhui, Shansi, Ninghsia and Chahar.

Manufacture of derivatives appears to exist in all of the other provinces. In China south of the Great Wall, crude morphine is produced in the principal opium-producing provinces and shipped to Shanghai, Hankow, Tientsin and Peiping for refining and conversion into heroin. The clandestine manufacture of heroin in Southern Fukien appears to continue unabated.

In Manchuria and Jehol, where, as we were informed by the Japanese representative, there is no legislation to control manufacture or trade in derivatives, the situation is terrifying.

With regard to the situation in Manchuria, I should like to quote the following from the *Manchuria Daily News*, a Japanese newspaper published at Dairen:

"More than one million yen worth of narcotics such as morphine, opium, and other drugs are being smuggled into Dairen every month, the local police authorities declare.

"These drugs are being secretly conveyed to this city by professional smugglers disguised as innocent travellers, who obtain their goods from illicit manufacturers in Mukden and other centres in the district, it is said.

"Until a few years ago, with Dairen as the base, drug traffic on a huge scale was carried on in this country. Most of the big dealers in and manufacturers of narcotics had their headquarters here. With the enforcement of strict regulations for the control of the traffic in the Kwantung Leased Territory following the All-Manchuria Judicial Conference last fall, however, most of the drug dealers in Dairen were forced to flee to Tientsin and Mukden. Here they set up a thriving business, and these cities soon became the centres of revived drug traffic in this part of the world. Between them they captured the markets of Manchuria and North China. Narcotics produced in Tientsin mostly found their way to Tsingtao, Shanghai and other parts of North China, while the Mukden dealers gained a monopoly of the Manchuria markets.

"The flight of the narcotic producers and dealers from this city, however, has not changed the conditions of supply and demand here. In fact, the amount of smuggled drugs has been increasing of late, until to-day it is estimated that about 1,000,000 yen worth of the illicit goods are being smuggled into this district.

"The police authorities have instituted stricter measures to stamp out the traffic, orders having been issued to all police officers at stations and on the trains to Dairen to keep a close watch on all passengers."

All our information from this part of the world tends to confirm the above report.

Not only this, but also the almost unbelievable conditions obtaining in the so-called "demilitarised zone" in Hopeh, the disgraceful state of affairs in Tientsin and Peiping, the terrifying

spread of drug addiction in the Hopoh countryside, and the conditions found to exist in Shanghai, for all of which Japanese and Korean traffickers are responsible, are eloquent testimony to the helplessness of the Japanese authorities in China, who are limited by their law to penalties which are perfectly ridiculous. This matter of penalties has, in the past, repeatedly been brought to the attention of the Japanese representative by the Committee. For years the matter has been an open scandal. Year after year the Opium Advisory Committee has called attention to this perfectly indefensible state of affairs. It is certainly most unfortunate that in all these years no effective action has been taken to remedy this situation, which makes not only China, but Japan itself and all Japanese possessions, a haven, a refuge and an unsurpassed headquarters for callous Japanese and Koreans who are so successfully and blithely poisoning their fellow-men for gain. I cannot but feel that not only China and the United States, but also many other nations, are fully justified in feeling that they are entitled to more friendly treatment at the hands of a good neighbour than that which they are receiving as a result of the failure on the part of Japan to provide penalties which will constitute a deterrent to illicit traffic and clandestine manufacture.

Let us face facts. Where Japanese influence advances in the Far East, what goes with it? Drug traffic. What is the reason? Maximum penalty a few weeks' rest in a comfortable jail and a fine amounting almost to the profits of one poor day's business of a petty trafficker.

When asked to offer suggestions in regard to measures of co-operation with the Chinese and other Governments in respect of the China situation, the American Government suggested:

(1) That the Chinese Government should publish annually detailed statistics by provinces of the areas planted with poppy, the production of raw opium, the movement of opium both raw and prepared, the quantities of raw opium used for producing opium prepared for smoking, stocks at the end of each year and revenue obtained from the traffic;

(2) That the Chinese Government should render more effective its prohibition of the import into China of Iranian or other foreign opium;

(3) That the British Government should continue to supply, as in the past, details in regard to the movement of opium from the Persian Gulf;

(4) That the Chinese Government should submit, for transmission to all the parties to the 1931 Convention, individual reports on all important cases of illicit traffic and clandestine manufacture discovered in China;

(5) That the authorities of the International Settlement of Shanghai should continue to send reports on individual cases of illicit traffic for distribution to the authorities of parties to the 1931 Convention, and that similar reports should continue to be submitted in regard to other foreign concessions in China.

I hope that those suggestions will be followed out.

I wish to add to those suggestions another—viz., that the Japanese Government, whose subjects have been more widely and more closely connected with the illicit traffic in China in morphine, heroin and cocaine than those of any other country, should, without further delay, take steps to punish effectively the Japanese and Koreans who are responsible for the clandestine traffic and illicit manufacture and who have thus brought the name of Japan into disrepute.

As to China, it is to be hoped that this vast flood of opium will commence to be stemmed. That is the root of the trouble. Who, in these days, is going to smuggle morphine, heroin or cocaine from Europe or America to China when he could sell them in Europe for five times, or in the United States for from sixteen to twenty times, what they are sold for at retail in China. My suggestion is to concentrate, so far as smuggling is concerned, on cocaine from Japan and Formosa, and on Iranian opium from whatever port it comes; but, above all, to cut down the vast supply of opium within the country itself. Until this is done, China will continue to be a narcotic menace to the world.

I submit that it remains to be seen whether the system established in China will really lead to a reduction in the number of addicts and to a decrease in the production and consumption of opium, or whether it will lead to the perpetuation and extension in China and elsewhere of toxicomania. We should not lose sight of the fact that the present plan, whatever its ultimate results may be, cannot fail to make money for the Government. The big problem of the world is now up to the Governments of China and of Japan, and may God grant that they may not be led astray by the siren song of profits! Alibis and excuses will not avail them before the bar of world public opinion.

In conclusion, the United States representative endorsed the laudable sentiments expressed by the Chinese Central Committee for the Suppression of Opium and quoted by the Chinese Government's representative at the Committee's preceding meeting.¹

"(x) The Government is firmly determined to suppress totally the opium scourge within the prescribed period of six years;

¹ See page 53.

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" (2) The Government will not allow the petty revenue accruing from the sale of opium to modify its six-year plan for the suppression of opium ;

" (3) The whole nation must support the Government, give it guidance and encourage it in its campaign against the misuse of narcotic drugs. The future of the nation depends on the success of this campaign, and the whole nation must immediately wage a fight to the death with the scourge which menaces us until the day when we shall achieve our purpose."

Colonel SHARMAN (Canada) reminded the Committee of the following remarks which he had made at its eighteenth session¹ :

" For a number of years past, Canada had made an honest effort, involving heavy expenditures of money, to control narcotic trafficking on its Pacific coast. This effort had been strongly supported by the courts in imposing heavy sentences, and, in fact, a very large proportion of the prisoners in its penitentiaries on the Pacific coast were incarcerated on narcotic charges, involving narcotics which undoubtedly came, and much of which was definitely known in Canada to come, from the Far East, not necessarily from one particular country. Yet, during 1933, more opium, more morphine and more heroin were seized on the Pacific coast of Canada than in 1932. The Canadian Government, for that reason and for others upon which Colonel Sharman did not deem it advisable to dilate at the present session, viewed the present situation, and particularly the future, with acute anxiety and was anxious to impress that anxiety upon the Committee."

That this statement did not incorrectly represent the view of the Canadian Government was indicated by the fact that it was referred to by the Canadian delegation to the 1934 Assembly, which was led by the Prime Minister, who, in his report, mentioned that " the position gave rise to grave apprehensions ".

Colonel Sharman fully realised the unpleasant situation of those who had to bear the brunt of complaints as serious as those made to-day, but he could assure the Japanese representative that he himself had been in a similar position. Some ten years ago, Canada, unfortunately, was the chief centre supplying narcotics to Detroit and Chicago in the United States, and the Federal authorities had very properly complained to Canada. The result was a wholehearted co-operation between the authorities of both countries, culminating in the arrest of the big traffickers and the imposition of heavy penalties.

In using, two years previously, the words " not necessarily from one particular country " in the statement already quoted, he had had Japan particularly in mind, as his strong conviction, based upon knowledge but not upon proof, was that Canada was the victim of a well-organised traffic from Japan. In view of the information contained in document O.C.S.274 regarding five arrests made in Vancouver and certain arrests of Japanese made about the same time in Seattle, it was possible to be much more explicit. The Sub-Committee on Seizures had made a close study of the information contained in document O.C.S.274, but he would like also to remind the Advisory Committee that the trafficker in Kobe, Japan, who had supplied all the narcotics had himself written, *inter alia*, as follows :

" Because we learned that there is a very strict Customs inspection at all American and Canadian ports, we studied and found that the best methods to overcome this difficulty are as follows :

" 1. In using members of ships' crews for this business, we will supply them with double-soled shoes on their shoes. This method has been adopted in our business with China and India and proved so successful that not a single case was discovered. By this method, each person can carry one pound or less on each trip ashore.

" 2. In case of shipping as common cargo, it is sent into the country as canned goods, each can being perfect in weight, size, etc., to conform with the shipping papers. (It is very dangerous to attempt to use this method with pickled goods.)

" With these above methods, you will be absolutely free from any danger of discovery. Kindly consider this matter seriously and arrange introductions to us with such members of crews as you believe to be trustworthy and who would like to enter this business. . .

" Price-list as follows (Japan) :

" 1. Hydrochloric Acid-Morphine (crystallised like cotton fibre), 18-oz. bottle at 33 yen per oz.

" 2. Heroin (powdered), 25-oz. bottle at 32 yen per oz.

" 3. Cocaine (crystallised in scale form), 25-oz. bottle at 32 yen per oz.

¹ See document C.317.M.142.1934.XI, page 37.

" The above goods are manufactured by permission of the Minister of Interior and are of best quality for injection, or applied in tobacco. They are all in common use, especially favoured by Chinese.

" If you do not wish to handle these goods by sailors, you may handle them as common cargo as above mentioned (an absolutely perfect method). In this case, if you deposit \$100, we will ship the goods to you. This is a rather difficult proposition to begin with, but we have done it previously with good results.

" Cable Address : Yuki, Kobe.

" P.S.—When you order by cable, please use above address."

There was, moreover, the following statement made by Furumoto, one of the men arrested in Vancouver :

" The morphine came from Japan, where it was ' cheap as dirt ' and available in unlimited quantities. He said that the drugs were turned over in Japan to members of the ring, who were employed as members of the crew on various Japanese boats. These men had instructions to throw the drugs overboard if there was the slightest chance of their being discovered, as, owing to their low cost in Japan, their loss was of little consequence. Furumoto further stated that these drugs were not only smuggled into Vancouver, but also into Seattle, Portland, San Francisco and other United States ports, and that deals of ten-, twenty- or fifty-pound lots could be arranged if desired. He also said that the man on the boat with whom they were at present dealing would not allow the drugs to be brought ashore unless first paid for, and, if this did not happen before the boat sailed again from Vancouver, they were taken back to Japan. They had formerly been dealing with a man who had allowed them to keep the drugs in Vancouver and dispose of them between voyages, but they had had trouble with him on a former deal and he would no longer do business with them that way."

Unquestionably, the traffic had been extensively organised by means of carriers on a number of boats, as a study of the twenty-six photostats accompanying the report indicated. It was most unfortunate that, even though this extremely important and persistent wholesale trafficker in Kobe were arrested and convicted, he would seem to be liable only to three months' imprisonment and a small fine, which, in the circumstances and in comparison with the sentences imposed in Canada and the United States, the victim countries, would appear to justify the use of the word " derisory ".

In conclusion, Colonel Sharman appealed to the Japanese authorities to view the existing situation as a very serious matter, both from the standpoint of present punishments and future deterrents.

Mr. HARDY (India) reminded the Committee that India's most serious problem in the sphere of illicit traffic was the illicit importation of cocaine. It was known in India that the cocaine came from the Far East—it was suspected, from Japan—but there was no evidence to prove it. Some five years ago, an official had been sent to the Far East who succeeded in establishing the incorrectness of the suggestion which had been advanced that the drugs illicitly entering India under forged Japanese labels were of Chinese origin. It had, however, proved impossible to secure direct evidence in Japan itself as to whether the drugs were or were not of Japanese origin.

Now that the report of the discoveries made in Vancouver was available, the Indian authorities felt that their suspicions as to the Japanese origin of the cocaine smuggled into India were confirmed. Though the Japanese Government had been supplied with all available information on the subject, he regretted to say that no assistance had really been received from that quarter. He therefore endorsed the appeals made by the United States and Canadian representatives that the Japanese Government should give the most serious attention to the complaints made and take effective penal action to put an end to the traffic in question.

M. HOTTA (Japan), confirming the explanations already supplied to the Sub-Committee, said that, on realising the extremely serious nature of the information contained in document O.C.S.274, he had immediately cabled to Japan to enquire what action had been taken. The document, unfortunately, had not yet been received by the Japanese authorities, but he felt sure that, when it arrived, the police authorities would immediately take action against the traffickers complained of. The Japanese Government's attention had recently been drawn to the increase in the illicit traffic in drugs on the American Pacific coast, and instructions had frequently been given to the Japanese consular authorities in America to collaborate closely with the American authorities in tracking down and suppressing the illicit traffic. At a Conference held at Washington in April last, Japanese consular officials had also been instructed to study the most effective means of coping with the problem.

Regarding the inadequacy of the sentences imposed by Japanese law, he regretted that there were still many obstacles to be overcome in remedying this defect. The problem was, however, being seriously studied, and he hoped that, in the near future, a start would be made in amending the existing legislation on the subject. He could assure the Committee that the Japanese Government was by no means indifferent and was giving the problem its serious attention.

Major CORES (United Kingdom) joined in the appeal made to the Japanese Government to take effective action against drug trafficking by Japanese nationals. Though the United Kingdom was not often directly affected, the activities of Japanese traffickers were a great worry and embarrassment to its authorities in the Far East. Evidence in the form of labels, packages and detailed reports had often been supplied to the Japanese authorities proving that cocaine was being smuggled from Japan or Japanese possessions. If the Japanese Government could take effective action at an early opportunity, it would be of great assistance to the United Kingdom authorities in the Far East.

The continuation of the discussion was adjourned to the next meeting.

FOURTEENTH MEETING (PUBLIC).

Held on Thursday, May 28th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden, Turkey and Uruguay.

1120. Examination of the Situation in the Far East (continuation).

Dr. CARRIÈRE (Switzerland) said that the situation in China as described at the preceding meetings was so serious that there was no country, whatever its geographical position, which could not but feel itself affected. If the facts that had been set forth, and especially those in Mr. Fuller's statement,¹ reflected the situation as it really existed, then it would be no exaggeration to describe that situation as an appalling one. Some years previously, the European States had been accused of poisoning the Far-Eastern countries. The situation in Europe had now become a healthier one, largely owing to the work of the Committee; and it was now the European States that were in danger of being contaminated by the evil in the Far East.

Dr. Carrière did not propose to go into details, as these lay outside his competence. He wished, however, most strongly to support the appeals to the Governments concerned which had been made at the preceding meeting, and especially to the representative of Japan. He thought also that the Committee might frame a resolution giving precise and concrete expression to their feelings on this subject.

The CHAIRMAN said that he must confess he had personally been greatly depressed by the facts stated at the previous meeting, and that he had found this feeling of depression reflected in Dr. Carrière's observations. Although the situation in China was very disturbing, he felt that his colleagues should regard it as transitory, and that, at some future session, the Advisory Committee would be able to look back upon it as a phase which had successfully been terminated.

He entirely agreed with Dr. Carrière that it would be desirable to frame a resolution which would give concrete form to the feelings that had been expressed during the discussion.

The Committee decided to appoint a drafting Sub-Committee composed of the following members : Dr. CARRIÈRE (Switzerland), Mr. HARDY (India), and Mr. FULLER (United States of America).

M. DE VASCONCELLOS (Portugal) said that he, too, shared the feeling of depression to which previous speakers had confessed. He remembered that, on the very first occasion on which he had sat as a member of the Committee, he had heard the representative of Japan at that period, following a speech by Sir John Campbell again drawing attention to the huge illicit imports of cocaine into India, state that for some years he had been following that situation extremely closely and that he had done all in his power to induce his Government to take more effective action in the matter.² His efforts, however, having been unsuccessful, the Japanese representative had added that, if, by the following year, he had not been able to persuade his Government to take more severe measures, he would have to resign his membership of the Committee. All the members of the Committee had felt such respect for the Japanese representative that they had urged him not to contemplate such a step and had assured him that

¹ See page 62.

² See Minutes of the fourteenth session of the Committee: document C.88.M.34.1931.XI, vol. II, pages 115 and 127.

he enjoyed their most complete confidence. They had added that they did not think it possible that his Government would remain deaf to such appeals as he had made. Nine years had now passed since that session, and the situation remained just the same as that which had, indeed, led the Japanese representative actually to resign his membership.

M. de Vasconcellos thought that the Committee should now make a supreme appeal to the Japanese representative attending the present session. The Committee welcomed him as a newcomer and extended to him its entire confidence. It would urge him to exert all possible influence in order that more severe measures might be taken to end a situation which could not be allowed to continue. It was impossible to believe that a Government so powerful as that of Japan was unable to discover the sources of the poisoning of India by cocaine. The problem was a grave one, for it involved the poisoning—the murdering, it might be called—of thousands of people in different parts of the world.

M. de Vasconcellos wished to express his great appreciation of the efforts now being made in China to eradicate customs which had for centuries been poisoning the Chinese people. These customs had now become even more injurious than before, for a distinction must be drawn between opium-smoking, which was due to pathological conditions, and the consumption of dangerous drugs, which was a more modern phenomenon and also a more serious one, such as called for the more rigorous measures that were now being taken by the Chinese authorities. These measures set an example to the world, for which everyone should feel grateful. The difficulties with which China would have to contend in eradicating these harmful customs were enormous, and the task would take much time. He felt, personally, that the period which the representative of China had estimated was too short a one. He thought, however, that the action that had been taken by the Government of China was along the right lines.

M. de Vasconcellos wished, in conclusion, to say that he was sure the Japanese representative would understand the reasons for which he had made so urgent an appeal. He believed that such an appeal rendered a service alike to the Japanese Government itself, the members of the Committee and all who desired to have the present deplorable situation brought to an end.

M. CARNOY (Belgium) wished to associate himself with the statements of the last two speakers and added that he thought he might perhaps even reinforce these. Dr. Carrière had said that the situation in the Far East constituted a threat to the European countries. Even, however, if no such threat existed, the European countries should be moved by a feeling of fraternity for the countries in the East, which were suffering from "a vast flood of opium", as it had been called, and which were making such great efforts to put an end to the situation.

He, too, felt that the body of information which had been presented was a depressing one. He thought, however, that there were certain lines of action which would mitigate that depressing effect. It had been shown that the evil was much greater than the Committee had gathered from the first statement of the representative of China,¹ and that there was reason to believe that the power of the Central Government was less far-reaching than had been supposed. M. Carnoy thought that it would be possible to back up the influence of those who were endeavouring to put an end to the scourge, by methods of persuasion and negotiation in the case of those regions which lay outside strict control.

It would also help greatly if the representative of Japan could give the Committee an encouraging assurance. M. Carnoy knew that the present legislation of Japan in this matter left much to be desired, but, even before any legislative changes were introduced, there was a whole series of administrative measures which might be taken in the territory under Japanese control. The Japanese authorities might take action in that territory on the same lines as had been adopted by the Chinese authorities, especially as regards a more vigorous application of the present regulations and a closing-down of the centres of contagion.

M. Carnoy thought that the moment had now come for the Committee to consider the draft resolution which M. Casares had presented at a previous meeting.

Dr. Hoo Chi-Tsai (China) made the following statement :

It is seldom that the questions on the agenda of this Committee have given rise to so full and interesting a discussion as that at which we have been present to-day. I am very grateful to you for this, for it proves the interest which you take in the Far East as regards the narcotics problem and it also shows that you realise how very serious is the situation there. I am glad of this, for it is with a full knowledge of the facts that you will then be able to help to facilitate the task of the Chinese Government.

I should like now to reply to some of the observations which have been made to-day. I wish in the first place to thank M. de Vasconcellos for his words of encouragement concerning the efforts made by my Government. I greatly appreciate his observations and I shall not fail to transmit them to my Government.

Several members who have spoken to-day have touched upon questions which do not directly concern the Chinese Government. I will not therefore reply to these particular points. I only wish, in order, as it were, to clear the ground, to dwell for a moment upon a statement of Mr. Lyall, who said that he had in his possession a list of 131 shops where drugs could be obtained in the district of Changli and that he was ready to communicate this list to the authorities concerned. I also have a list giving the full addresses of 498 establishments in the province of Hopei alone (the province which is, indeed, the most affected) in which drugs are sold. These establishments are owned by the same nationals as those to whom Mr. Lyall referred yesterday. If it is desired, I will communicate this list, but up to the moment I

¹ See page 52.

have not had it copied, for I know by experience that the communication of such lists has not hitherto given practical results. At an earlier session, I communicated a list of 248 shops selling drugs in the Japanese Concession of Tientsin. I have not yet had any reply regarding the measures which have been taken to close the shops. Accordingly, it is useless, until further developments occur, to have copies made of this long list of 498 names.

Mr. Fuller made a statement this morning which, as always, was very interesting and contained a large number of facts. I must thank him, in the first place, for having emphasised the fact that, when considering the campaign which has been undertaken in China against narcotics, it must be borne in mind that a part of Chinese territory is not, for the moment, under the control of the Chinese authorities. Mr. Fuller noted, in this connection, how greatly the difficulty of our campaign was increased by this state of affairs. It is a point which must be borne in mind when discussing the campaign against narcotics in the Far East and, in particular, the campaign undertaken by the Chinese Government. In this campaign, it is necessary exactly to fix the responsibilities, and you know from the statement which I have made to you that, in so far as its own responsibility is involved, my Government has taken all such steps as it has held to be necessary and advisable. Mr. Fuller's statement, indeed, showed the difficulties with which we have to cope in our campaign, and I am very grateful to him for having brought forward new facts which I did not mention in my speech yesterday.

I also received from Mr. Fuller's statement the impression that, everything considered, the facts which he quoted confirm my contention that the National Government's plan which I described to you is, generally speaking, applied. He stated that, in twelve provinces, opium-growing has been abolished or virtually abolished, and that is what the plan provides. He also stated that, in certain provinces in which poppy-growing is still permitted, considerable progress has been made in reducing the crop. If, for example, we compare the position as it is to-day, or even as it was described by Mr. Fuller, with that which existed in May 1934, when Mr. Fuller also gave an account of the opium situation in China,¹ it is at once apparent that between May 1934 and May 1936 real progress was made. Naturally, there are always exceptions which confirm the rule but, generally speaking, progress was achieved.

In May 1934, Mr. Fuller also drew attention¹ to the fact that the Chinese Government's annual reports did not contain information which they should have contained. From this point of view also, I consider that there has been some improvement, as since 1934 I have supplied the Advisory Committee with much information which was not to be found in the annual reports, and not only have I supplied you with information, but I have done so two years before it would have appeared in the report in the ordinary way.

Mr. Fuller also said that it was not known whether the laws and regulations at present in force in China were constitutional or not. That question, I believe, was already answered in my statement yesterday. I said that these laws and regulations had been sanctioned by the Central Political Committee, which is, under the present Chinese governmental system, as you are aware, the body responsible for issuing instructions to all other Chinese authorities, including the Legislative Yuan, by which legislation is framed. As, therefore, the new measures have been sanctioned by the body empowered to issue instructions to the Legislative Yuan, they may be regarded as entirely constitutional. Under the Kuomintang system, moreover, the present regime is merely a transitional system, to be applied during what we call the period of the Kuomintang's political guardianship. It will cease when the subsequent period begins. Under our present system, at all events, the laws and regulations now applied are entirely constitutional.

Further, Mr. Fuller had said that the Secretariat had informed him that it had not received the text of these laws and regulations from the Chinese Government for transmission to other Governments. On this point, I should like to remark that, acting on my Government's instructions, I communicated to the Secretariat and to the Advisory Committee the most important laws and regulations dealing with opium and narcotic drugs, of which you have all received a translation. These documents I communicated to the Secretariat last year, and this year I have communicated still further documents. If such laws and regulations have not been transmitted to the Governments parties to the Conventions, then neither the Chinese Government nor myself is to blame. Article 21 of the 1931 Convention provides that it is for the Secretariat to transmit laws and regulations to other Governments. My Government has not, therefore, been in any way at fault in the matter. In any case, I imagine that this question, which is on the Committee's agenda, will be settled in the course of the present session. The question is how the respective laws of the different Governments which are signatories of the Conventions are to be communicated by the Secretariat.

Mr. Fuller twice referred to a large seizure of heroin at Peiping. He added later that he did not know there had been any change in the figure given for the weight in the Chinese annual report. I enquired of the Chinese Government, and was informed by telegram that the figure 90 piculs appearing in the annual report was not accurate. The weight was not 90 piculs, but 90 kilogrammes. I gave this information at a meeting of the Committee when the Chinese annual report was under discussion.² Even so, the seizure is a big one; but there is a difference between the actual figure and the former figure, inasmuch as the amount is reduced from 500 to 10% of the legitimate demands to which Mr. Fuller referred. Moreover, as Mr. Fuller pointed out, this seizure was effected in that part of China where drug addiction is most prevalent.

I should like, in this connection, to deprecate generalisations. It must not be thought that, because 90 kilogrammes of drugs were seized on a single occasion in Peiping, it follows that

¹ See Minutes of the eighteenth session of the Committee : document C.317.M.142.1934.XI, pages 54 and 58.

² See page 33.

similar cases might occur throughout China. The figures of seizures should not be made a basis for somewhat rash judgments. I believe the view expressed in another connection is applicable equally in this case. The discovery, for example, in any country of a single factory of morphine does not justify the immediate conclusion that morphine factories are to be found in all parts of the country in question.

Mr. Fuller further referred to the enquiry undertaken by the United States authorities in China. The enquiry in question was undoubtedly of much interest and has enabled Mr. Fuller to supply information which I highly appreciate. I should like, however, to make certain reservations with regard to the figures obtained. Enquiries conducted under these conditions sometimes suffer from an excess of zeal on the part of the enquirers, since the very fact of their being entrusted with the enquiry creates a tendency to sensationalism in the results they have to show. I do not mean that the figures given by Mr. Fuller are inaccurate; but I cannot accept them just as they stand.

Mr. Fuller said, amongst other things, that the Central Government had authorised twenty hsien in the Province of Hunan to continue poppy-growing. The information was no doubt supplied by someone in Hunan. It is accurate as far as it goes; but it has to be taken in conjunction with the fact that the Central Government's authorisation of poppy-growing by these twenty hsien extends only to the autumn of 1935. The authorisation was given at the beginning of 1935, and extended only to the autumn of the same year. It was expressly stipulated that a special inspector of the Central Government should proceed to the spot in March 1936 in order to make sure that the production of the poppy was suppressed. Mr. Fuller himself admitted that there has been no poppy-growing in the provinces in which, under our plan, it is prohibited. Production in districts where prohibition has not yet come into force and is only to be introduced gradually may have increased. That is part of our scheme for reducing production, the idea of which (as I had occasion to explain to the Committee for the application of Chapter IV of the Hague Convention) is that total prohibition is to be introduced in certain provinces and certain districts, while there is less strict supervision in districts where the growth of the poppy is still authorised. The latter districts may continue to produce; but after one year or two years they too must cease production. It is primarily, therefore, in those districts of provinces which are required to cease production entirely that the supervision is exercised. In the light of these explanations, I think the particulars given by Mr. Fuller are not in conflict with the general system of the six-year plan which I have had the opportunity to explain to the Committee.

Mr. Fuller also referred to a proclamation in Yunnan. Even in this case, he admitted that the proclamation was published only in those districts in which poppy-growing is still authorised. It was not published in those districts of Yunnan where poppy-growing is prohibited. I should be very grateful if Mr. Fuller could procure me an original copy or photograph of this proclamation: I should much like to see it.

I may add that there is not yet any delegate of the Supervisory Bureau for the Suppression of Opium in Yunnan, and that no Commissioner of the Central Government has yet been sent there. The proclamation instanced by Mr. Fuller must therefore have been issued by a local official.

Mr. Fuller concluded his speech by saying that we must all have as our aim the suppression of the use of prepared opium. On that issue, I can say I am in entire agreement with him. I have already explained what we have done in this matter, and I need not repeat what I have said.

As stated in the manifest issued by the Central Opium Suppression Commission, the Chinese Government's aim is to abolish the use of opium within a specified period. Mr. Fuller also observed that the present situation in China, north and south of the Great Wall, constituted a menace to the world. I can assure you that the Chinese Government will do its utmost to see that the territory under its authority does not constitute a menace to other countries. Our Vice-Chairman and Colonel Sharman described a situation which is very similar to the opium situation in the Far East. A few years ago, suspicions were aroused as to the origin of certain drugs, but no proof could be obtained, whereas this has now been secured. It seems to me that the same situation exists to-day in regard to opium smuggling. Its origin may be suspect, but it is not yet possible to say exactly from whence this opium comes. It may be possible to do so in a few years' time, and I think it will then be seen that it does not come from Chinese territories under the control of the Central Government and the Chinese authorities.

Mr. Fuller also referred to the question of receipts. Yesterday I gave the figures communicated by my Government, which show that the receipts collected by the Bureau for the Suppression of Opium amounted to 20 million Chinese dollars per annum. This sum is received by the central authorities. If, for instance, as has already been done in the Committee, you take our budget figure, amounting to over 900 millions, you will see that 20 millions represent approximately 2% of one milliard—a trifling sum.

At the eighteenth session of our Committee, I told you that, when we decided to abolish the "likins", that decision involved a sacrifice of from 70 to 90 million Chinese dollars—that is to say, a sum infinitely greater than the 20 millions obtained from opium. There is therefore no reason why the Chinese Government should be unwilling to renounce these 20 millions, especially as it fully realises that, if those receipts could be done away with, opium addiction in China would be reduced. There would then be fewer opium addicts among the Chinese than there are at present, and the loss of 20 millions would be nothing compared to this gain.

In these circumstances, the Chinese Government and every Chinaman conscious of his duty would willingly give up these 20 millions of receipts if by so doing it were possible to abolish opium addiction in China.

At the end of his statement, Mr. Fuller made a new suggestion, following on those already examined by the Sub-Committee for the application of Chapter IV of the Hague Convention. He asked the Japanese Government to take such and such a measure. I venture to make another suggestion—namely, that the United States Government and Mr. Fuller should be asked to communicate to us in advance interesting information such as that which he furnished to the Committee to-day. This Committee meets only once a year. If Mr. Fuller is going to wait for ten months or even a year before submitting the very important information in his possession, its practical utility for us will be so much the less. If he could communicate to us—even confidentially, if he so desires—his information as soon as he receives it, we might be able to take immediate action, so that the situation might already have improved before the Committee's next session. To take only one example: if the proclamation in Yunnan had been communicated to us ten months ago, the position in the districts in question might be very different to-day. It is for that reason that I venture to make this suggestion to the United States representative.

Mr. Fuller has constantly asked other Governments, such as the Governments of the United Kingdom, Iran, China and the Settlements, for information. I will now ask the United States Government to co-operate with us by supplying us with the very interesting information which it possesses as soon as possible and in advance, so that we can take the necessary steps to deal with the situation. I can promise Mr. Fuller that I will not divulge his information and that he will still be able to utilise it for his speech before the Opium Committee. But, if he communicates it to us as soon as possible, we shall be able to take more effective action against narcotic drugs in China. Mr. Fuller has often asked me for information and I have always assured him that I would do my best to supply it. But, with the best will in the world, it is not always possible for us to obtain the data requested. In his statement, Mr. Fuller gave very full particulars concerning opium, but, as regards manufactured drugs, it seems to me that, in spite of the enquiry carried out on his initiative in China, his information is less complete. This is due to the nature of the question—it is obviously much more difficult to discover clandestine factories than poppy fields or opium dens.

I must apologise for dealing with the matter at such length, but, since my country is concerned, I felt obliged to reply to the various points raised during the discussion. In conclusion, I should like to thank Mr. Fuller and all the other speakers who have been good enough to associate themselves with the appeal I made yesterday to the Japanese Government to co-operate with us in combating narcotic drugs. If the Japanese Government takes the necessary action and manages to put a stop to the activities of certain of its nationals, it will make a very important contribution towards the campaign against narcotic drugs, and will at the same time remove one of the causes of misunderstandings between our two countries.

Dr. Carrière referred just now to a resolution. I fully support his proposal, and hope that this Committee, after its very thorough examination of the position in the Far East, will adopt a resolution which will make a constructive contribution to the work we have undertaken in China.

M. HORTA (Japan) said that he thought, after hearing the different statements which had been made, that there might appear to be a suggestion in some quarters that the complete responsibility for the present situation fell on the Government which he represented. As he was not an expert, he was not in a position precisely to determine the gravity of the situation nor exactly to assess the responsibility of his Government. There was, however, one point which he wished to make quite clear and which he himself regarded as being of capital importance. This was that the Japanese Government was certainly not behind the evil-doers who had been mentioned during the discussion.

Even if the measures taken by his Government could not be considered as adequate, he had, on the other hand, assured the Committee that his Government was endeavouring to combat the evil. He had not made that statement without having had definite grounds for it. He himself knew that his Government was resolved to take effective measures such as would certainly soon yield good results.

Not being an expert, as he had already explained, he did not feel able to go into this question deeply. He could, however, assure the Committee that his Government intended to apply all necessary measures and was indeed, he believed, already bringing such measures into operation. He would beg the Committee, therefore, to have confidence in his words and in his Government. If the members of the Committee gave their confidence, they could rest assured that it would not be betrayed.

The CHAIRMAN sincerely thanked the representative of Japan for his statement, of which the Committee would gladly take note.

M. PILOSSIAN (Iran) read the following statement :

After the interesting statement by the United States representative, I have only a few words to add.

Considerable reference has been made by the Committee in the past to the part which, it is alleged, Iranian opium has played in the illicit traffic in China. I have already explained to the Committee on more than one occasion that Iranian opium, in view of its special characteristics, is used exclusively by smokers who are particular as to what they smoke, and there is no evidence that Iranian opium is used for the secret manufacture of such derivatives as

morphine or heroin. How should it be otherwise, when thousands of tons of cheap Chinese opium, suitable for clandestine manufacture, are at the disposal of the manufacturers. It is not, therefore, the forty-three tons of Iranian opium imported in 1934 which are responsible for the regrettable conditions so vividly described by the United States representative.

I am anxious therefore that the Secretariat should insert this statement in the Minutes, with the object of placing it on record that Iran is in no sense responsible for the supply of the secret factories of narcotic drugs whose products claim so many millions of victims in the Far East.

A summary comparison between the quantities of opium produced in China and the quantities of imported Iranian opium—the latter totalling only 43 tons, while the 1935 production of the former is admitted by the United States representative to have been from 12,000 to 18,000 tons—is sufficient to show that the imports from Iran represent only 0.25 or one-quarter of 1% of China's consumption.

Is the Committee prepared to devote a proportional amount of time and attention to the discussion of the question of opium of Chinese origin? I should welcome an equally earnest discussion by the Committee, animated as it is by considerations of impartiality, of Chinese imports of opium from any other country.

Mr. FULLER (United States of America), in connection with the request made by the representative of China, said that he must point out that his Government had always promptly supplied information of the kind mentioned. It would, of course, always be glad to supply information in connection with any special request made to it. The tables of opium production had been concluded only some five days previously, and it was only when he had been on the point of leaving New York that the proclamation in Yunnan had been brought to his notice.

He wished to give the Committee particulars regarding the situation in Shanghai. If a United States citizen engaged in illicit traffic in China, it was the duty of the appropriate United States authorities to take measures for his arrest, prosecution and conviction. Since it was known that many foreigners were engaged in illicit traffic in Shanghai, the United States authorities had decided to conduct a secret investigation in order to decide whether there were any of their nationals among this number. The enquiry had begun in September 1935 and was still continuing. He had already received as many as five hundred individual reports concerning it. It had been found that there were between twenty-five and forty illicit establishments in the Settlement. In some of these, addicts could obtain an injection, or else purchase small quantities of cocaine or heroin for smoking on the premises; others were wholesale establishments where the drugs could be bought by the ounce; others, again, combined both wholesale and retail selling; and, lastly, there was a certain amount of peddling.

The traffic was a highly organised one, some of the owners having more than one establishment. Of the thirty or forty owners in the district known as Hongkew, all but three or four were Koreans. This district lay partly inside the International Settlement and partly outside, but the Chinese police and the Settlement police co-operated well together. In certain instances, however, their policing had been interfered with. In cases where these two forces were unable to take action themselves, he understood that they conveyed the necessary information to the Japanese authorities concerned.

Special police action had been taken in October, but only the small traders had been apprehended, while those on a big scale had been able to continue. The sentences imposed—two or three weeks' imprisonment, or a fine of fifteen or twenty-five yen—represented no deterrent whatever. In the case of the traffickers who were imprisoned for this short time, their trade had been carried on by a relation. Even the rather stricter sentences which were later imposed had been quite inadequate, the maximum fine representing less than one day's profit in the business.

In March, despite the difficulties to which he had referred, the two forces had begun to take more vigorous action. Late in that month, also, the Japanese authorities had made three large seizures in Japan of cocaine intended for Shanghai. The result of this had been a scarcity of cocaine in the illicit traffic in Shanghai, which had caused a good deal of alarm among the traffickers, who had feared that they might no longer be able to obtain supplies from Japan.

The drugs sold in the illicit traffic were both cocaine and heroin. Supplies of the former were obtained entirely from Japan and Formosa. Heroin was obtained from Japan, although with great difficulty; to an increasing extent from Dairen, although with more difficulty than had formerly been the case; and later from Tientsin and in Shanghai itself. It was known that the traffickers had recently made plans for starting a heroin factory of their own.

With regard to the customers in the illicit establishments, it had been found that these consisted mostly of Chinese, Russians, Japanese and Portuguese. Only two Americans had been found among them. Cocaine was taken by injection. Heroin was also taken by this method rather than by snuffing, and in some cases a mixture of both drugs was taken. Each establishment had two or three needles, which were passed round among the customers, with results which he need not stress.

The price of the cocaine was between 1.50 and 2 dollars per gramme. Heroin was sold at between 4 and 5 cents, United States currency, per grain; it was less potent than that sold in the United States, which fetched between 70 cents and 1 dollar per grain.

The maximum penalties under Japanese law were so obviously inadequate that the authorities could only again urge that really deterrent penalties should be provided for, and

implore that effective steps should be taken to prevent exports of the drugs from Japan and Formosa.

The CHAIRMAN thanked Mr. Fuller for his statement.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the ease to which Mr. Fuller had referred, of addicts taking an injection of cocaine and heroin mixed, was the first of its kind which had been brought to the notice of the Secretariat.

1121. Study of Methods used in the Compilation of Consumption Statistics (Documents O.C.1487(a) and O.C.1624, Annex).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that the question of consumption statistics had been before the Committee since 1930. Governments had then been requested to furnish, *inter alia*, information with regard to the methods adopted by them in compiling these statistics. In 1933, Governments which had not already furnished this particular information had been specifically requested to send in particulars. The replies of those Governments had been received in 1934. The Committee had then asked the Central Board and the Supervisory Body for their views regarding the different methods. These views would be found in the extract from the Minutes of the Mixed Committee of representatives of the two bodies given as an annex to the Progress Report (document O.C.1624).¹

Mr. LYALL (Assessor) recalled that three methods of compiling consumption statistics had originally been recommended as satisfactory. First, there was the United Kingdom method, by which consumption was calculated on the basis of sales by wholesalers, a strict control being kept over all quantities received and issued by factories. All the members of the Mixed Committee had regarded this method as entirely satisfactory.

The Swiss method went further and calculated consumption on the basis of sales by retailers also. As a member of the Central Board, he had not liked this method so much as that of the United Kingdom, since it was on the latter method that the statistics of the Central Board itself were compiled. The Board could not deny, however, that the working of the Swiss method was absolutely satisfactory, nor could it raise any objection to that method because it went further than the Board desired.

The Netherlands method treated consumption as the difference between stocks in the hands of wholesalers at the beginning and at the end of the year, taking into account, of course, all receipts and issues. The Mixed Committee, while recognising that this system gave entirely satisfactory results in the case of the Netherlands, had felt that it could not be generally recommended. As President of the Central Board, he had himself had experience over a period of seven years in communicating with every Government concerning all kinds of discrepancies in the figures supplied by them. He thought therefore that there were very few people who knew as well as he did which Governments carried out their obligations in this matter adequately and which did not do so. He had no hesitation in saying that the control exercised in the Netherlands was exceedingly good. The explanation of the Netherlands method given in the Summary was too brief a one, and it should be added that the Netherlands Government checked all receipts by factories and, every three months, all issues by factories. With this strict control, the difference between stocks at the beginning and the end of the year correctly represented consumption. It would be dangerous, however, to recommend this method for general adoption, as it was only satisfactory on the assumption that Governments did in fact exercise a periodical and careful supervision of this kind.

M. DELGORGE (Netherlands) thanked Mr. Lyall for his observations. M. Delgorge himself considered that, for all countries which exercised a strict control, the Netherlands method was simple and entirely effective. He thought the Netherlands method had not received full consideration in the Mixed Committee, for the reason that, unlike the United Kingdom and the Swiss systems, it had had no advocate among the members of that Committee.

Colonel SHARMAN (Canada) thought that it was because the description of the Netherlands system had been so compressed that Mr. Lyall had felt compelled to write to him for further particulars of that system as applied in Canada. When Colonel Sharman had sent him very full particulars, Mr. Lyall had been good enough to communicate to him an appreciation of the manner in which the system was applied in Canada, and had said that, in such circumstances, "the system was about as good as it could be". The report of the Central Board prepared in 1936² had also stated that that system was working with "very great efficiency". He did not understand, therefore, the passage in the extract from the Minutes in question, in which this system was referred to as one which could not be recommended.

Mr. HARDY (India) pointed out that there were practically no wholesale dealers in India. The importers sold direct to the retailers, and the stocks existing in the country at the end of the year were therefore largely in the hands of retailers.

¹ See page 157.

² Document C.I.M.I.1936.XI.

Dr. CARRIÈRE (Switzerland) said he had no intention of examining the various methods under discussion. He would simply recall, as a matter of interest, the way in which the Swiss authorities controlled the consumption of narcotic drugs in the country; that was to say, in the last resort, their distribution by the pharmacists, who were alone authorised to dispense them to the public. The authorities knew from the records of deliveries the quantities of all the narcotic drugs sent by the factories and wholesale dealers to the pharmacists. Further, the inventories which must be furnished by the pharmacists at the end of every year indicated the stocks at the beginning and at the end of the year, and the quantities received. From these three factors it was easy to deduce the quantities dispensed to the public. A comparison of the details furnished by the manufacturers and the wholesale dealers in respect of their deliveries with these annual inventories enabled the authorities to discover any possible irregularities. This very detailed system would doubtless be impossible of application in a large country; in a small country it offered considerable advantages.

M. DELGORGE (Netherlands) said that he was sure the system described by Dr. Carrière gave excellent results in Switzerland. Experts whom he had consulted in his own country had informed him, however, that it would be impossible to apply it in the Netherlands. M. Delgorge pointed out that the description of the Swiss system given in the Model Code¹ was different from that which Dr. Carrière had given.

Dr. CARRIÈRE (Switzerland) admitted that the description given in the Model Code was perhaps incomplete. The method followed in Switzerland, however, was in fact the method which he had just explained, control being based on records of deliveries made by the manufacturers and the wholesale dealers to the pharmacists, and on the annual inventories which the pharmacists were obliged to furnish to the authorities.

Mr. LYALL (Assessor) explained, in connection with Colonel Sharman's observations, that he had defended the Netherlands system. The point which had to be borne in mind was that the whole working of the Convention depended upon whether the statistics of consumption supplied were correct. The Central Board and the Supervisory Body examined statistics, not only from countries such as the Netherlands and Canada, but also from a great number of countries whose methods of compiling those statistics were insufficient. He was only anxious that, if the Netherlands system were recommended, emphasis should be placed at the same time upon the absolute necessity of controlling all receipts and issues by factories.

M. DELGORGE (Netherlands) thought that, since each country must choose the method best suited to it, the Model Code might be maintained in its present form, subject to being completed in the respects which had been indicated, and to the addition of a statement that all systems must be accompanied by the most strict control.

The CHAIRMAN asked M. Delgorge to prepare a resolution on this question.

The continuation of the discussion was adjourned to a later meeting.

FIFTEENTH MEETING (PRIVATE).

Held on Friday, May 29th, 1936, at 11.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden and Uruguay.

1122. Preparatory Work with a view to a Conference to consider the Possibility of controlling and limiting the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf (continuation).

The Committee decided that the Minutes of this discussion should not be published.

¹ Document C.774.M.365.1932.XI.

SIXTEENTH MEETING (PUBLIC).

Held on Friday, May 29th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden and Uruguay, and Mr. Lyall (assessor).

1123. Preparatory Work with a view to a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf: Examination of the Draft Resolution prepared by M. de Vasconcellos (Portugal).

M. DE VASCONCELLOS (Portugal) had nothing to add to what he had already said on the question. The text prepared by him indicated in its preamble the arguments on which the resolution was based. He would be glad to hear what his colleagues thought of the text. He submitted the following draft resolution :

" The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

" Considering that the studies carried out and the documentary material collected with a view to limitation and control of the cultivation of the opium poppy on the one hand, and the cultivation and harvesting of the coca leaf on the other hand, have shown that these two questions present themselves under different aspects and possess different economic characteristics ;

" Considering that the limitation and control of the cultivation of the opium poppy have been regarded *prima facie* as feasible, in spite of the economic, social and technical difficulties they involve ;

" Considering, on the other hand, that, on account of the luxuriance of the natural growth of coca, the difficulty of access to some of the regions from which it comes and the position it occupies in the habits and customs of certain native races, the limitation and control of the cultivation and harvesting of the coca leaf are unlikely, in the present state of affairs, to be achieved immediately ;

" Considering, moreover, that the extension of the traffic in opium and the drugs derived therefrom and the ravages wrought by this traffic greatly exceed the damage caused by the coca leaf and its derivatives in their extent and social importance :

" Decides :

" (1) To propose to the Council that the two problems should be dissociated from each other ;

" (2) To continue without delay the studies and the collection of documentary material relating to the limitation and control of the cultivation of the opium poppy, with a view to convening at as early a date as possible a Conference for the limitation and control of this raw material ;

" (3) To adjourn to a later date the problem of the limitation and control of the coca leaf, while nevertheless considering that the studies relating to this problem should be continued."

Dr. CARRIÈRE (Switzerland) had no comments to make on the substance of the resolution ; but he thought it might perhaps be better to simplify the third paragraph of the preamble to read :

" Considering, on the other hand, that the limitation and control of the cultivation and harvesting of the coca leaf do not appear, in the light of the conditions by which they are governed, to admit of immediate application ".

M. DE VASCONCELLOS (Portugal) attached no importance to points of form, and was prepared to accept any amendment which did not affect the substance of his proposal. But, in the present instance, he preferred his own wording to that of Dr. Carrière, because it put the position more clearly. The Advisory Committee had suggested to the Council that this Conference should be held, and the Council had accepted its suggestion. Now it was proposed to ask the Council to divide the Conference into two parts. It was essential that the Council should be clear as to the reasons for this change of attitude. It was true that limitation and control of the cultivation and harvesting of the coca leaf were possible with a certain degree of effectiveness in some parts of the world, such as the Netherlands Indies. But there were other parts of the world where such limitation and control were not possible, for the reasons stated in the resolution ; and the Council should be informed as to those reasons. At the same time, he would not be opposed to any amendment with the object of simplifying the terms of the resolution, particularly as he was in a position to speak on the matter in the Council, and would be prepared at the proper time to explain to the Council the arguments indicated in the preamble.

M. DELGORGE (Netherlands) was sorry not to be able to accept the proposed wording of the resolution. In the first place, it had not been shown that the control of the opium poppy was feasible, or that there was any more difficulty in controlling a country under the poppy than in controlling a country under coca. Nor, again, had it been proved that it was any easier to exercise influence in those parts of China in which the poppy was grown than it was to exercise influence in those parts of Bolivia and Peru where coca was grown. He felt, moreover, that the arguments in favour of the proposal at present before the Advisory Committee were strong enough to stand alone without the second and third paragraphs of the preamble, which he himself would prefer to omit.

Colonel SHARMAN (Canada) was not in a position to speak on his Government's behalf, since the Canadian Government—and, for that matter, all the other Governments—was not at present in possession of information on the subject under discussion: but, speaking for himself, he was entirely in favour of the proposal to ask the Council to make a distinction between the two questions, and he was prepared to accept the first and second paragraphs of the preamble. He was also in favour of continuing the studies and the collection of documentary material in the matter of the limitation and control of the cultivation of the opium poppy. He must, however, retain a free hand for his Government with regard to the decision, after further consideration, as to participation in the proposed Conference. He observed that the resolution, in its references to limitation, did not evince any intention of restricting opium-growing to the world's legitimate requirements; it provided also for the preparation of opium for opium-smokers—and opium-smoking, under Canadian law, was a crime.

Major COLES (United Kingdom) was also not prepared to pledge his Government to participation in the Conference; and he believed all the other Government delegates present were in the same position.

The fourth paragraph of the preamble appeared to be an infelicitous attempt to "white-wash" the coca leaf. It was not for the Advisory Committee to take that line. It would be better to say nothing on the point whether coca was more or less dangerous than the opium poppy. He would not propose any change in the substance of the resolution; but he thought it would be better to modify the paragraph in question to read:

"Considering, moreover, that the abuse of opium and its derivatives causes sufficient damage to call for immediate action".

That would avoid any allusion to the harm done by the abuse of cocaine.

Mr. HARDY (India) agreed with Major Coles. It seemed to him reasonable to make a distinction between the poppy and coca; but that did not mean that the dangers of the illicit traffic in coca and its derivatives were slight in comparison with the dangers involved in the abuse of opium and its derivatives. In India, the most serious feature of the illicit traffic was the abuse of cocaine.

There was the further point, to which the Canadian representative had drawn attention, of the limitation proposed. At the 1931 Conference, one of the main objects was the maintenance of production within definite limits—namely, within the limits indicated by the medical and scientific requirements of the world. No limitation in this sense had been suggested in the Advisory Committee's discussions on the proposed Conference. The proposal was merely for a Conference with vague instructions to limit opium-growing.

M. Bourgois had referred that morning¹ to the possibility of certain countries not attending the proposed Conference because they did not export opium. What would be the position of India? India had abolished the export of poppies. Why should India attend a Conference with the vague intention of limiting the cultivation of the poppy, when its cultivation was already limited in India to internal requirements? Under the circumstances, he did not see how India could make any contribution to the work of a Conference of this kind, unless the objective were more clearly defined.

He was not prepared, as at present advised, to specify the limitations which should be made; but he thought the Committee, as an advisory body, was called upon to give its opinion on the point.

M. DE VASCONCELLOS (Portugal) found himself in an embarrassing situation. What he had submitted at an earlier meeting of the Committee² was not so much a proposal as an objection. His argument had been that, if it were proposed to take the two problems of the poppy and the coca leaf together, there would be no results on either issue. His submission had not been opposed. On the contrary, the members of the Committee had been united in asking him to put forward a definite proposal. He had done so; and now objections were raised to it on all sides. The objections called for consideration.

The Netherlands representative and the representative of India had raised the whole question of the feasibility of a Conference for the limitation of the raw material. On that point, it was necessary to come to an understanding. Was it, or was it not, desired to hold such a Conference? The Advisory Committee had decided on a previous occasion that a Conference of this kind ought to be held; but now individual members were expressing doubts on the question. It was essential that the Committee should make up its mind on this subject. He, for his part, thought that limitation of the raw material should be attempted; and it was obvious that, if such an attempt was to be made, the object must be to limit the production of the raw material to the quantities required for scientific and medical purposes. The Advisory Committee could have no other object in view.

¹ The Committee decided that the Minutes of the discussion in question should not be published.

² See page 49.

The Netherlands representative thought that the difficulties in the way of limiting both plants were equal. That was a position which M. de Vasconcellos thought it would be difficult to maintain. The poppy was a plant grown as a result of individual initiative, and its cultivation was both delicate and difficult. Coea, on the other hand, was a plant which, in certain countries, grew wild. The two plants could not be treated on the same footing. Limitation was possible in the case of the poppy, the growth of which postulated individual initiative. The position in the case of coea was quite different.

As regards the fourth paragraph of the preamble, M. de Vasconcellos could not forget that he was himself a doctor, and he could not allow to pass without protest the assertion that the abuse of opium and its derivatives and the abuse of the coea leaf and its derivatives were equally harmful. The harm done by the abuse of opium and its derivatives was immeasurably greater. That was not inconsistent with the fact that in certain countries, as Mr. Hardy had pointed out, the ravages of cocaine were more serious. But there was no comparison between the two. Addiction to the drug was not the same in the two cases, nor were the consequences the same. He could not admit that the effects were equal, medically speaking. He was prepared, however, to accept Major Coles' amendments, which met his position on this point.

In conclusion, M. de Vasconcellos was anxious that the Chairman and the whole Committee should realise that the present discussion was raising again a proposal on which discussion had already taken place and a decision had been reached. He felt that very strongly; and he contended that the Committee should continue to press its motion for a Conference for the limitation of the raw material.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said there ought not to be any misunderstanding on the part of the Committee as to the attitude of the Assembly and Council on this question. Both had approved the continuation of the preparatory work with a view to a future Conference. It was not for the Committee to go back on that decision; it was for the Committee to report to the Assembly and the Council either that the preparatory work had been successful or that it had failed.

M. DE VASCONCELLOS (Portugal) agreed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), continuing, said that, in his opinion, there should be no discussion on the point; nor did he believe that any of the previous speakers had intended to discuss the point. If their remarks had been open to such an interpretation, that was presumably due to a misunderstanding. The best thing to do under the circumstances was to take the resolution paragraph by paragraph and to make any such changes in the wording as might be desirable.

The CHAIRMAN said that the misunderstanding was presumably at an end. The question of principle was not under discussion. It was a question of considering amendments to the draft resolution.

M. DE VASCONCELLOS (Portugal) said that the point, as he saw it, was that continued treatment of the two questions jointly was tantamount to persistence in inaction.

Dr. CARRIÈRE (Switzerland) agreed with M. Ekstrand's observations, to which he had nothing to add. M. Delgorge's proposal to retain only the first and fourth paragraphs of the preamble would not leave much point in the resolution. The Advisory Committee would be asked, and rightly asked, why it proposed to deal with the opium question before dealing with that of the coea leaf. He thought it was desirable to ask for a distinction, in one form or another—he was not sure whether the form proposed in the draft resolution was the best—between the two types of raw material; but the economic argument embodied in the first paragraph of the preamble was not in itself sufficient to justify such a distinction.

M. BOURGOIS (France) was anxious to put an end to a misunderstanding with regard to what he had said that morning. He had then made a general survey of the conditions attaching to the question of limitation. To simplify matters, he had said he would leave on one side the question of India and the question of China as countries in which (since they had no export trade in the articles in question) no special difficulties arose in this particular connection. Nevertheless, certain problems arose in connection with this subject, and it would evidently be advisable to examine them in due course.

The CHAIRMAN suggested that the Committee should deal with the draft resolution paragraph by paragraph.

Paragraph 1 of the preamble gave rise to no discussion.

Colonel SHARMAN (Canada), with reference to the *second paragraph* of the preamble, said that it was essential to arrive at an agreement as to what was regarded as practicable. M. de Vasconcellos had just told the Committee that what he had in view was limitation to the medical and scientific requirements of the world. What was meant by "limitation"? And what did the Advisory Committee regard as practicable in this direction?

M. DELGORGE (Netherlands) pointed out that he had never said the present proposal was impracticable. The Netherlands Government did not propose to place any obstacles in the way of a Conference. But he himself could not support a view which he did not share. He might agree to treat the two questions separately, for he thought the limitation of the cultivation of the poppy was the more urgent of the two; but he could not agree that it presented less difficulties than the limitation of the production of coea.

Mr. HARDY (India) agreed with Colonel Sharman. He did not himself advocate any substantial change ; but he was quite clear that the Advisory Committee must say exactly what it meant by the "limitation" proposed, before the Governments came to the Conference table. The problem, it must be realised, was a problem of the utmost importance for India ; and the Government of India must know before it came to the Conference whether it would be asked to discuss a reform it had already introduced itself, or whether the Conference would be asked to limit the cultivation of the poppy to medical and scientific requirements. The two questions were quite different.

As regards the separate treatment of the two questions, he not only did not disagree with M. de Vasconcellos, but had voted with him when the question had come up previously. He was prepared to give prominence to the importance of the problem of the poppy ; but that did not mean that the problem of coca smuggling was not of the first importance.

The CHAIRMAN said that the Conference would be in a position to take whatever decisions it pleased : but the members of the Advisory Committee were bound by existing Conventions as by the provisions in the latter with regard to the use of opium for smoking, eating, etc. The proposed Conference would be free to modify existing texts, though he doubted whether it was likely to make any revolutionary changes. As to the point which had been raised, he could not see any need for explanation of a situation which seemed perfectly clear. Any reference to "limitation" must mean limitation within the meaning of the existing Conventions.

M. DE VASCONCELLOS (Portugal) remarked that the present meeting was not a Limitation Conference. It would rest with the Conference, and with the Conference alone, to say what it meant by "limitation".

In reply to Colonel Sharman's arguments, he said he had purposely not made any reference in the draft resolution to medical and scientific requirements. It was obvious that the ideal at which the Advisory Committee must aim was the limitation of opium and other dangerous drugs to the world's medical and scientific requirements. But that objective was still far off. There were still social requirements ; and there could be no doubt that opium-smoking would continue for a long time to come. The final object was not therefore attainable all at once. Limitation must be by stages.

He did not propose to refer again to M. Delgorge's arguments. He continued to believe that it was easier to prevent mankind from growing crops than to prevent nature from allowing them to grow.

The CHAIRMAN gathered that the Netherlands representative did not press for the omission of the paragraph in question.

Colonel SHARMAN (Canada) said that M. de Vasconcellos' contention that it would rest with the Conference to define the meaning of "limitation" brought him back to the point of departure. He was not prepared to commit his Government, which had not considered the question ; but it was essential that it should have some idea of what the Conference would have in mind in this matter of limitation. He represented a country in which the possession or use of prepared opium was a criminal act ; and he must reserve his Government's freedom to refrain from participating in the Conference.

M. DE VASCONCELLOS (Portugal) maintained that it did not rest with the Advisory Committee to make the definition for which Colonel Sharman pressed.

The CHAIRMAN said that all agreed with the Canadian representative on the principles involved ; but it would be within the Committee's recollection that the Canadian Government had been one of the signatories of the existing Conventions from the Hague Convention onwards. Thus far, therefore, the position was clear. If the Canadian Government came to the Conference and made proposals going much further, it would be seen what line the Conference would take. At the present stage, as Major Coles had pointed out, the Committee was dealing for the first time with the question to which the draft resolution related ; and it would rest with the Governments to take up their attitude in regard to the resolution. The sole object of the resolution was to establish a distinction between the two problems. No question of principle arose.

Colonel SHARMAN (Canada) said that the Committee was being asked to adopt a resolution containing a paragraph in which it was said that "the limitation and control of the cultivation of the opium poppy have been regarded *prima facie* as feasible". He wanted to know what that meant.

The CHAIRMAN asked the representative of Canada whether he would prefer this paragraph to be omitted.

Colonel SHARMAN (Canada) replied that that would be a way out, failing an explanation.

M. DE VASCONCELLOS (Portugal) observed that the preparatory stage of a Conference had now been reached. The Committee had heard a very clear statement as to the possibility of drawing up a scheme for limiting the cultivation of the opium poppy. That was the direction in which the Committee was moving, but it had only got as far as the preparatory stage, and should not attempt to define the precise task of the Conference forthwith ; that would be done by the latter. The representative of France had put forward a number of interesting ideas, which might serve as a guide to the Conference in drawing up the proposed Convention, and to the Secretariat in carrying out the preparatory work. That was all that could be done.

To-day, in the light of the investigations that had already been made, limitation and control were considered feasible, if not likely to be achieved immediately. That was what the Committee should say.

It should be added that that was also what had been decided on by the Assembly and the Council. Enquiries should be made and might show to what extent limitation was possible.

Dr. CARRIÈRE (Switzerland) confessed that he did not clearly comprehend the purpose of the present discussion. The Assembly and the Council had decided that the work with a view to a Conference on the limitation of raw materials should be continued. The members of the Advisory Committee had agreed that a distinction should be made between the opium poppy and the coca leaf. That was the origin of the present draft resolution. It was now proposed that a definition of what was meant by "limitation" should be given. Was not that superfluous? The matter was simple: steps should be taken to prevent over-cultivation of the opium-poppy and coca leaf, so that the excess quantity might not be diverted into the illicit traffic in opium or narcotic drugs. That definition was, he thought, obvious, and there should be no need for any lengthy discussion. That the limitation of the cultivation of the opium poppy should have been considered possible was also obvious, since otherwise there would be no reason for convening a Conference.

Mr. FULLER (United States of America) said that the Committee might continue to discuss the matter for a long time without reaching agreement, because there were two conflicting points of view. Some members thought that the cultivation of the opium poppy and the coca leaf should be confined to medical and scientific needs, while others considered that other requirements should also be met. The conflict between those two irreconcilable points of view had been going on for years. It would be better to settle the question as simply as possible by omitting any reference to limitation in the paragraphs of the preamble, and merely mentioning control. On the other hand, the word "limitation" should be left in the text of the actual resolution, the sole purpose of which was to ask for information to be collected on the matter.

Mr. HARDY (India) explained that neither the representative of Canada nor he himself would press for a definition of the word "limitation". A decision would be taken by the Conference. What the representative of Canada had said was that, until that point was settled he could not state whether the proposed measure would be workable or not, because he was quite in the dark.

Mr. Hardy agreed with Mr. Fuller's suggestion.

M. DELGORGE (Netherlands) said that the difficulty arose from the fact that the Committee was discussing questions on which opinions were divided. To simplify the matter, he proposed that it should be stated that the difficulties inherent in the limitation and control of the opium poppy and the coca leaf were of two different kinds, that the problem of the opium poppy appeared to be more urgent, and that the Committee proposed to deal with that problem first.

M. DE VASCONCELLOS (Portugal) would have no objection to the omission of any reference to limitation in the paragraphs of the preamble if it were possible, but that was not the case: the Committee was bound by a decision of the Assembly. If anything were to be omitted, he would be prepared to omit the whole text of the actual resolution; but if that were done the draft would be useless, because, if the two problems continued to be associated, nothing would be done.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) wondered whether a resolution was really necessary. All that need be done was to instruct the Secretariat to continue the preparatory work. The Committee might ask it to continue the work in regard to opium—not with greater zeal, because the Secretariat should display the same zeal in all its work—but with a view to convening in the first place a Conference on the limitation and control of the opium poppy, with the possibility of a Conference on the limitation and control of the coca leaf being held at a later date. The Advisory Committee might give such instructions to the Secretariat without it being necessary to formulate them in a resolution.

M. DE VASCONCELLOS (Portugal) thought that the position was becoming more and more curious. When he himself had suggested that the two problems should be dissociated, all his colleagues had asked him to prepare a resolution to that effect. It was now stated that such a resolution was unnecessary. Why had that not been said at first?

M. BOURGOIS (France) approved M. Ekstrand's suggestion. It would be sufficient to state in the report that the Advisory Committee had found that the two problems were of a different nature and that it was advisable to study them separately. Otherwise there was a risk that the question might have to be referred to the Fifth Committee, which would be unfortunate.

The CHAIRMAN said that, for the first time, he did not agree with M. Ekstrand. The Committee was faced with a decision of the Assembly and the Council. That decision could not be modified simply by a semi-private request to the Secretariat, which would have no legal force. Such a procedure would not affect the situation in the slightest, since the decision in question was quite definite and covered both problems.

As regards the Fifth Committee, the Chairman thought that the matter could easily be explained to it, and its members would be sensible and far-seeing enough to understand and accept the arguments put forward.

M. BOURGOIS (France) observed that, in point of fact, the two questions would be studied simultaneously but separately. Moreover, that had always been the intention of the Committee, which had throughout realised the difference between the two problems. He thought that, by acting in that way, the Committee would be faithfully carrying out the instructions given by the Council, which, moreover, had merely adopted the Committee's resolution. The Committee should simply say that it proposed to separate the two problems, which would be studied simultaneously, and should make it clear that separate conclusions would be reached. That was of course obvious, since it was known that some countries in which the coca shrub flourished could not accept the regulations that certain countries in which the opium poppy was grown were prepared to accept. That fact alone would lead to different conclusions and hence to parallel but separate studies.

The CHAIRMAN said that he would prefer a resolution. If the Committee did not propose to adopt one, the other procedure could be examined, but he still thought it was not legally correct. Perhaps M. de Vasconcellos could accept the simple proposal made by the Netherlands representative to say that :

"Considering that the difficulties inherent in the two problems are of a different nature, which prevents their simultaneous solution, and that the Advisory Committee's object can be more easily achieved by studying these two problems one after the other, and that the limitation and control of the cultivation of the opium poppy may be regarded as more urgent, decides . . . "

Dr. CARNOY (Belgium) thought that the Committee should submit a resolution and could not simply confine itself to an examination of the studies carried out by the Secretariat. It was its duty to decide whether the Conference should be held.

M. Hoo Chi-Tsai (China) was in favour of a resolution. The question under consideration had been settled, not by the Committee, but by the Council and the Assembly. If the two problems were to be dissociated, a decision by a higher body than the Advisory Committee was required. He would have preferred the text submitted by M. de Vasconcellos, but, if that were not unanimously approved, he would prefer a less satisfactory resolution rather than no resolution.

In the Chinese Government's opinion, the use of opium should, after all, be limited to medical and scientific requirements only. It had always held and would continue to hold that view.

He added that he had that day telegraphed to his Government for the information required by January 1937. He would be very sorry if the same thing happened as in the case of acetic anhydride—namely, if the information requested were no longer needed.

The CHAIRMAN pointed out that the date had already been fixed and was not under discussion.

M. DE VASCONCELLOS (Portugal) said that the present discussion should have taken place in the last Assembly. At the present time, it was premature, and it was the Conference that should give the necessary definitions. At the present juncture, the Committee could only repeat the words used by the Assembly and the Council, which had been approved by all the delegates. For his part, he was prepared to accept any text, provided the substance was maintained.

The CHAIRMAN asked M. de Vasconcellos whether he would accept M. Delgorge's proposal.

M. DE VASCONCELLOS (Portugal) said that he could not go so far as that. He preferred to abstain.

M. BOURGOIS (France) said that the Committee might decide whether two Conferences and two Conventions were necessary when the information had been collected and the preliminary drafts had been drawn up. Moreover, there had never been any doubt as to that necessity, since, with one exception, all the producing countries had replied in that sense. It was therefore clear that the two questions should be dissociated.

Major COLES (United Kingdom) also wondered whether a resolution was necessary at the present stage. As he saw it, the position was as follows : The Committee had been instructed, or possibly requested, by the Assembly and the Council to undertake the preliminary studies with a view to ascertaining whether a Conference on the control, and possibly the limitation, of cultivation could be convened. The question had been discussed during the last few days, and it had been found that only a few Governments had replied to the questionnaire. The conclusion had been reached that the best procedure was to fix a time-limit for the despatch, not of all the information requested, but at any rate of such information as could be supplied. It had been agreed that the documentary material thus collected should be examined at the spring session of 1937.

Major Coles was not opposed to M. de Vasconcellos' proposal, but, in view of the difficulties involved, it might perhaps be better to lay the matter before the Assembly and the Council and to refrain from submitting a resolution until the material in question had been studied at the next session. Only then would it be possible to adopt a resolution—it could not, he thought, be done at the present stage.

M. DE VASCONCELLOS (Portugal) was anxious to simplify the discussion, and saw no other solution save to withdraw his proposal purely and simply. He would not object to some other

text being submitted by any of his colleagues, but, for his part, when he was asked to submit a resolution in future he would take precautions.

M. BOURGOIS (France) shared the views expressed by the representatives of the Netherlands and the United Kingdom. If a resolution were adopted at the present juncture, it would mean that the Committee had changed its mind and was looking at the problem from another angle, which was not the case. It would be sufficient to state in the report that the two studies in question would be continued.

M. DE VASCONCELLOS (Portugal) did not agree with M. Bourgois, but still intended to withdraw his proposal.

The CHAIRMAN consulted the Committee as to whether a resolution should be adopted or not.

The Committee decided by eight votes to four not to adopt any resolution. M. de Vasconcellos (Portugal) and Dr. Carrière (Switzerland) abstained from voting.

1124. Examination of the Situation in the Far East (continuation).

M. HOTTA (Japan) communicated to the Committee information he had just received by telegram from his Government regarding the discovery in Vancouver of an international gang of traffickers¹ to which the Canadian representative had referred. He mentioned in the first place that the Japanese Government had now received the documents sent by the Canadian Government.

For some time past, the special attention of the local authorities of Kobe had been drawn to the fact that the number of drug smugglers among the crews of vessels bound for India and North America had been increasing. Agents were instructed to make exhaustive enquiries and had succeeded in arresting twenty-six persons. This gang was believed to be the nucleus of the organisation of traffickers implicated in the case recently reported on the Pacific coast of North America. That case was now before the courts and the proceedings had not yet terminated. It was therefore not possible to give full particulars at the moment.

M. Hotta could not say at present whether the case in question was the one referred to by the Canadian representative. In any case, the traffickers belonged to a similar type of organisation, which was thought to be responsible for most of the cases reported in North America. The Japanese authorities were now in possession of the documentary material supplied by the Canadian Government, and the necessary cleaning-up process would shortly be completed.

In conclusion, the Japanese representative stated that the foregoing information would be supplemented later.

The CHAIRMAN thanked M. Hotta for his important communication.

Colonel SHARMAN (Canada), on behalf of his Government, said that he very much appreciated the action taken by the Japanese Government.

Mr. HARDY (India) said that his Government would also be glad to hear of the arrests that had been made, and he would communicate this information to it without delay.

1125. Examination of the Situation in the Far East: General Situation in China: Adoption of the Draft Resolution submitted by Dr. Carrière (Switzerland), Mr. Hardy (India) and Mr. Fuller (United States of America).

Dr. CARRIÈRE (Switzerland), on behalf of the Sub-Committee, submitted the following draft resolution :

" The Advisory Committee,

" Having again had its attention drawn to the increasingly serious situation existing in China as regards the clandestine manufacture and the illicit traffic in narcotic drugs ;

" Considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned for the purpose of ending the alarming illicit traffic merits the practical support of Governments ;

" Considering also that the seriousness of the situation in China is partly due to the fact that the maximum penalties which can be imposed under Japanese law on traffickers of Japanese nationality have proved totally inadequate to serve as a deterrent or to prevent the illicit traffic ;

" Realising that the situation as revealed to the Committee has developed into a serious menace, not only to China, but also to the rest of the world ;

" Anxious to make every contribution to assist China in its campaign against the drug menace :

" Notes with great satisfaction the measures already taken by the Chinese Government for the purpose of suppressing the clandestine manufacture and the illicit traffic in narcotic drugs in the territory under its control ;

" Addresses an earnest appeal to the Government of China to continue and intensify its efforts towards this end, and requests to be kept constantly informed of the situation ;

¹ See document O.C.S.274.

" Addresses an equally earnest appeal to the Japanese Government to take without delay such action as may be necessary to apply to all persons under Japanese jurisdiction, wherever they may be, who engage in the illicit traffic in or manufacture of narcotic drugs, penalties which are likely to act as an effective deterrent ;

" Recommends all Governments which have not already done so to take every possible step to prevent their nationals from engaging in illicit traffic in China."

Dr. Carrière added that, in the Sub-Committee's opinion, that text summarised the facts brought to light during the discussion of the situation in China and Japan. It replaced a text which M. Casares had prepared and of which the Sub-Committee had retained the conclusions.

M. BOURGOIS (France) proposed that the following paragraph containing the appeal addressed to the Japanese Government should be modified :

" Addresses an equally earnest appeal to the Japanese Government to take without delay such action as may be necessary to apply to all persons "

That text should be amended to read as follows :

" Addresses an equally earnest appeal to the Japanese Government to continue and redouble its efforts and to take such action as may be necessary to provide penalties for the illicit traffic in narcotic drugs and for their manufacture likely to act as effective deterrents wherever Japanese jurisdiction extends."

Mr. FULLER (United States of America) urged that the words " without delay " should be retained, as they were the most important words in the resolution. Similar appeals had been made for the last ten years, and on each occasion the reply had been that the necessary action would be taken immediately. Unless it were specified that this should be taken without delay, no result would be obtained.

The CHAIRMAN, while recognising the force of the words referred to by Mr. Fuller, pointed out that they were not sufficiently courteous in a text to be submitted to a Government.

Mr. FULLER (United States of America) said that he would not press the point, although his Government had often used that expression, when addressing another Government, without any unpleasant results.

The Committee adopted the draft resolution as amended by M. Bourgois.

1126. Method of distributing Laws, Annual Reports and Seizure Reports to meet the Stipulations of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of 1931: Note by the Director of the Opium Traffic Section (document O.C.1650).

Mr. HARDY (India), referring to the paragraph in this note regarding the communication of laws and regulations, said that, at the end of the autumn of 1935, the Director had mentioned to him the desirability of Governments' communicating to the Secretariat their laws and regulations on the matter. If it were simply a question of sending one copy to the Library of the Secretariat, that could easily be done, but Governments were now asked to send 100 copies of their laws and regulations. In India, for instance, there was not one Government for the whole country ; there were a large number of different authorities. Apart from the thirteen or fourteen Indian States, there were provincial Governments that had the right to enact regulations giving effect to the laws, many of which were of purely local interest. An enormous amount of time and labour and a very large number of clerks would be required to make a complete collection of the laws and regulations in force in the various parts of India, and to keep those texts, which were amended from time to time, up to date. Was it proposed that Governments should send the complete text of all laws and regulations, or would they be allowed to send merely what was essential ?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied that the Convention simply mentioned " laws and regulations ", and it would be very difficult to say how much that expression covered. He thought, however, that some discretion might be exercised in interpreting that term. The responsible Governments would themselves decide what was important from the point of view of control. In view of the difficulties which would be encountered in a country such as India, the Advisory Committee should decide what kind of laws and regulations were required and to what extent the obligation laid down in the Convention should be met. For instance, if the regulations were designed to meet purely local conditions and if the difficulties in the way of their despatch were considerable, they would doubtless not be required.

Mr. HARDY (India) thought the discussion of this subject would take up a great deal of time. The authors of the Convention had not realised that the expression used was rather too categorical. Doubtless the best thing would be for Governments to come to some practical arrangement with the Director.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) repeated that it was for the responsible Governments to select the texts to be sent. Referring to the Advisory Committee's interpretation, he merely wished to say that the latter might possibly have to intervene, in the last resort, to decide whether such and such a document was or was not important. He thought that experience would soon show which laws and regulations were useful and necessary, but it would be impossible to describe them in detail beforehand. He would be glad to discuss the matter with Mr. Hardy.

M. DELGORGE (Netherlands) pointed out that Article 21 of the Convention referred to "regulations promulgated in order to give effect to the Convention".

Dr. Hoo Chi-Tsai (China) saw that it was proposed, in the Director's note, that laws and regulations should be "communicated in the language in which they are received by the Secretariat". He concluded, therefore, that his Government could communicate those texts in Chinese. In the following paragraph, it was stated that "individual seizure reports will be distributed in the two official languages of the League, a translation being made, when necessary by the Secretariat". Did that mean that seizure reports could also be sent in Chinese?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that in that case also some discretion should be exercised. The League had two official languages. To enable the laws and regulations to be profitably studied, it would be advisable for them to be accompanied, if necessary, by a translation. Up to the present M. Hoo had been good enough to translate documents when he considered this necessary. It would be a pity to break with that tradition.

Dr. Hoo Chi-Tsai (China) said that he would do his best to translate important texts, but it was a very heavy task for which he had no special staff, and the translations could not be regarded as authentic. He reserved the right to revise them when he found that they were not correct.

He observed, further, that Article 21 of the Hague Convention also provided for the communication of laws adopted for its enforcement. What steps had been taken with regard to laws for the enforcement of the Hague Convention?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied that the Secretariat was instructed, by a resolution of the 1920 Assembly, to take steps for the circulation of the laws in question. The details given in the note related to the 1931 Convention; but it was obvious that the same procedure would apply to laws and regulations for the enforcement of the 1912 and 1925 Conventions. The Secretariat would accordingly continue to send out laws and regulations relating to the two last-named Conventions.

Dr. Hoo Chi-Tsai (China) wondered whether it would not be as well to add a paragraph in that sense to the note.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought it would be sufficient if the necessary explanations were noted in the Minutes.

Mr. FULLER (United States of America) observed that legal practice in regard to the enforcement of the 1931 Convention was still in process of formation. It was only a short time since that instrument came into force. The Director's note gave an account of the steps to be taken by the Secretariat for the transmission of documents prepared in execution of the Convention. There was no need to refer to the procedure to be followed in the case of the other Conventions, the operation of which was proceeding normally without raising legal issues.

Mr. Fuller noted that there was no change in connection with the communication of the individual reports of seizures. These were to be distributed in mimeographed form. He thought, however, that it would save both time and money to do away with the printed summary of the reports. The official who drew up the summaries was not an expert on police matters and did not know the points likely to interest the police in such cases. The police preferred the unabridged documents. That being so, he proposed that the mimeographed documents should be accompanied by an index giving the names and numbers of the corresponding seizures, and that the publication of the printed summary should be stopped.

Colonel SHARMAN (Canada) was also of opinion that, from the police point of view, it would be much better to have the original reports. There was, however, another aspect of the question of the printed summaries. The printed summaries were of much value to other countries apart from the special points in which the police were interested. A number of copies of the printed reports were supplied to the transport companies in Canada, and there were various details contained in them which were of interest to the latter, such as particulars of the places in which drugs were concealed on board ship, and the like. It would be a great pity to dispense with the printed summaries. There were only two possibilities—either to continue to send the printed summaries, or to send large numbers of copies of all the seizure reports. Both documents had their value, and the distribution of one did not prevent the distribution of the other.

Dr. CARRIÈRE (Switzerland) also insisted on the usefulness of the summary. It was of great service to the administrations who dealt with narcotic drugs. Owing to the abundance of material submitted to the Committee, it was easy, even with the best will in the world, to pass over this or that item of useful information. The summary was therefore of great help to the Committee and he would not willingly consent to its being abandoned. He asked that it should continue to be published, if publication did not involve an excessive cost.

Mr. FULLER (United States of America) withdrew his suggestion.

Dr. Hoo Chi-Tsai (China) agreed with Dr. Carrière. Certain administrative authorities found the summaries very useful. A large number of copies was sent to China, and he wondered whether it would be an economy to send such a large number of copies of each individual report of seizures concerning China.

Major COLES (United Kingdom) asked whether it was proposed to send the seizure reports only to the members of the Advisory Committee who represented Governments, or direct to those Governments themselves, or to all Governments without distinction, or if it was proposed to leave it to the Secretariat to decide what reports were likely to interest what countries.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), in reply to M. Hoo, said it was proposed to follow the existing practice in regard to the number of copies sent out. Documents having the form of circular letters would be sent out in the number of copies each Government desired.

In reply to Major Coles, he said that the reports would be sent to all States Members and non-members of the League, as well as to the members of the Advisory Committee.

In reply to Mr. Fuller, M. Ekstrand added that the printed summaries could not, by their very nature, be as full as the original reports. The Secretariat was anxious to draw them up in the best possible form; but it might happen that particular details of interest to the police escaped notice. Such details could always be found in the individual reports.

Colonel SHARMAN (Canada) urged the Secretariat to leave no stone unturned to supply such valuable information as particulars with regard to the places of concealment of drugs on board ship, and so on.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) concluded that the members of the Committee were in favour of continuing to send out the printed summaries.

He desired to refer to the last paragraph but one of his note, giving a list of those Governments which had been in the habit for years past of sending in their annual reports in a sufficient number of copies to allow of their distribution to Governments. It would greatly facilitate the work of the Secretariat if their example were followed by other Governments, and particularly if the reports were printed.

Mr. FULLER (United States of America) added that the arrangement would also be convenient in the case of certain countries which did not send in reports, or only sent in an annual report to the Permanent Central Opium Board. If the Director's suggestion were followed by a large number of Governments, certain countries—for example, in Latin America—would be encouraged, in their turn, to send in reports.

BAKER Bey (Egypt) suggested that, in the official documents, indications should be given of the different types of annual reports received from Governments.

Dr. Hoo Chi-Tsai (China) pointed out that the difference between the form of the documents published by the Secretariat and that of the reports sent in for distribution by certain Governments made it impossible to bind up the two together. Could not the Secretariat fix on a specimen form, and request the Governments sending in printed reports for distribution to conform to it?

The Committee approved the note submitted by the Director.

SEVENTEENTH MEETING (PUBLIC).

Held on Saturday, May 30th, 1936, at 10.30 a.m.

Chairman : Mr. HARDY (India), Vice-Chairman.

Present : The members of the Committee and the assessors, except the representatives of Austria, Iran, Italy, Poland, Portugal, Spain, Sweden and Uruguay, and Mr. Lyall (assessor).

1127. Statement by the Rapporteur on the Work of the Sub-Committee appointed to study the Question of Acid Acetic Anhydride.

Dr. CARRIÈRE (Switzerland), Rapporteur, recalled that a Sub-Committee consisting of the representatives of Canada, China, France, India, Spain, the United States of America, and Dr. de Myttenaere, had been appointed to study this question.¹

¹ See page 24.

The report which he had prepared concluded with a recommendation that Governments should be asked to watch the trade in acetic anhydride and to furnish to the Committee, in respect of their exports and imports of that product, information which would enable it to survey the general movement of the substance in the light of its possible relation to the clandestine manufacture of heroin. That report had not been accepted by the Sub-Committee and he would therefore confine himself to giving a brief summary of the discussion based on an examination of the present situation as explained in document O.C.1593(a). The study of that document had shown that the information collected was still too incomplete to permit of any definite conclusions being drawn, and the Sub-Committee therefore wondered whether the study of the question should be continued and, if so, in what way and within what limits. The first point had not given rise to any opposition, though it had been pointed out that the quantities of acetic anhydride possibly used for the clandestine manufacture of heroin were too small to affect to any conspicuous extent the general movement of the product.

Certain members had declared themselves opposed to any supplementary studies and had thought that it would be sufficient to urge upon Governments the necessity for watching the trade in acetic anhydride, in view of the fact that it might be used for the clandestine manufacture of heroin. Several members of the Committee had thought that a simple recommendation would not have any positive results and that it should be accompanied by a request for information as detailed as possible concerning the manufacture and use of acetic anhydride, so that it might be ascertained whether there were any sudden or irregular variations which might justify the supposition that it was being used for the clandestine manufacture of heroin.

The Sub-Committee, after discussion, had decided, by three votes to two (two members not voting), to propose that the Committee should adjourn the study of the problem and ask the Secretariat to collect supplementary general information, particularly as to the places of manufacture of acetic anhydride, the methods employed and its industrial uses, with a view to taking up the question again at a later session. The representatives of Canada and India, however, had insisted that an immediate decision should be taken and that the postponement, if decided upon, should not go beyond the autumn of 1936.

Colonel SHARMAN (Canada) said that his objection to the apparently reasonable proposal to refer the question back to the Secretariat for further investigation was due to his belief that such action would involve the maintenance of the present obligation on Governments to furnish statistics, an obligation which he wanted to see abolished.

His main point was that practically 99% of the acid acetic anhydride produced was used for other purposes than the manufacture of heroin and that only one country had supplied figures which could be considered as full and complete. He agreed, however, that imports of the substance should be closely watched.

Major COLES (United Kingdom) suggested that if, as the Rapporteur had said, the statistics were still incomplete and unsuitable for the purpose intended, it would be better to discontinue their collection and merely draw the attention of Governments to the fact that acid acetic anhydride could be used for nefarious purposes.

The CHAIRMAN explained that his Canadian colleague and himself would have agreed to postpone the matter to the autumn session, but, as it had been decided not to hold such a session, they had been obliged to oppose the Rapporteur's proposal.

He reminded the Committee that the origin of the enquiry described in document O.C.1593(a) was the knowledge that acid acetic anhydride was being imported into China, the belief that it was not required there for ordinary industrial purposes and the suspicion that it was being used for the manufacture of heroin.

The figures supplied to the Secretariat did not contain any information which would help China in dealing with the heroin problem. The import statistics furnished by the Chinese authorities, not only appeared to be complete, but they gave the names of importers and exporters, details which could not possibly be found in the export statistics of other countries. The logical inference was that no centralised compilation of figures in Geneva could be of any help to a country which watched its own imports carefully. Such a country would know if suspicious imports were entering and whence they were coming months before it could possibly receive information from the League.

The question, therefore, arose whether the continuation of the enquiry would enable the Secretariat to issue useful warnings to countries which did not watch their own imports. Incomplete though they were, the figures supplied clearly showed that Chinese imports were a very small fraction of the total overseas trade in acid acetic anhydride. The bulk of that trade was perfectly legitimate, and, even if complete figures were furnished regularly, it would be virtually impossible to deduce from annual fluctuations information that would be really useful for the Committee's purpose.

It should also be borne in mind that the enquiry had not been very warmly welcomed by the countries approached; only twenty had furnished import statistics for four years and for ten of those the figures were nil or negligible. Seven other countries had promised figures in future; twelve had expressed their inability to furnish figures and thirty had sent no reply. The latter category included Switzerland, one of the most important manufacturing countries. As regards export statistics, only two countries had furnished figures of any value.

For a country which had not hitherto kept separate statistical records of this chemical, the collection of figures for past years was often impossible and always troublesome. It might be possible to arrange for their segregation and collection in future years though at the cost

of considerable trouble ; this, no doubt, was responsible for the reluctance shown to furnish figures. There was, moreover, the further consideration that such changes involved publicity and it was possible that this would lead to importers misdeclaring or smuggling their imports or else importing other re-agents that could be used for the manufacture of heroin.

For those reasons, the Chairman did not believe that the continuance of the collection of such statistics would serve any useful purpose, commensurate with the trouble involved. The League should be asked instead to invite the attention of all Governments to the fact that acid acetic anhydride had been used in Bulgaria for heroin manufacture and was probably being used for the same purpose in China and possibly elsewhere and that Governments should watch imports and manufactures of that chemical and satisfy themselves that they were being properly used.

It was emphasised in the Sub-Committee that a prominent result of the original enquiry was the discovery and eradication of certain heroin factories in Bulgaria. He would point out that that result was not due to any inference drawn from the figures collected, but to the fact that the Bulgarian Government's attention was called to the matter ; the Government had taken action long before the figures were collected and the result would have been the same if the action now suggested had been taken and no statistics called for.

In conclusion, the Chairman asked the Chinese representative what action his Government had taken on the basis of the detailed information it had furnished. Had the real destination of the imports of acid acetic anhydride been traced and the purpose of such imports ascertained ?

Dr. Hoo Chi-Tsai (China) referred the Chairman in reply to Annex I of document O.C. 1593(a) which gave a detailed return of acid acetic anhydride imported into China during the first six months of 1935. He expected shortly to have a similar return for the second six months. The Committee would note that 90% of the 10,000 kilogrammes imported had been imported by Japanese firms established in the Japanese concessions, chiefly at Tientsin. This 90% included most of the imports in excess of 500 kilogrammes, the other 10% being mostly imported in small amounts and for legitimate purposes. The Committee would realise how difficult it was for the Chinese authorities to control imports into Japanese concessions, but every effort was being made to ascertain their final destination.

The CHAIRMAN admitted the great difficulty of enquiring into what was happening in territory under Japanese authority. Could the Japanese representative not induce his Government to assist the Advisory Committee in this matter ?

Mr. FULLER (United States of America) said that, when he had first raised the question of acid acetic anhydride, he had pointed out that its value as an indication resided in the fact that there were only three or four uses to which the chemical was commercially put apart from its use for the manufacture of heroin. He had, so far, never been able to get those who referred to " the numerous other uses " of this substance to state what those uses were.

He noted a new feature in the Chinese Government's returns of imports as given in Annex I of document O.C.1593(a)—1,000 kilogrammes of the acid appeared to have been imported into Hankow. Could the Chinese representative say whether this denoted an increase of illicit manufacture in that centre, as it was unlikely that the acid acetic anhydride thus imported would be reforwarded to Szechuan ?

Dr. Hoo Chi-Tsai (China) had no exact information, but some two or three months ago, the Chinese Government had received a confidential report from agents in the Japanese Concession at Hankow. If the report could be credited, there were in that Concession, four clandestine morphine factories and one pill factory ; he could supply their addresses. Each of the morphine factories produced about 2 kilogrammes of morphine and the pill factory about 36 kilogrammes of red pills per day. These drugs were not sold direct to retailers or addicts, but to five distributing houses in the Japanese Concession which passed them on to the retailers and addicts. He was prepared to give fuller particulars for the confidential information of the Japanese representative and he would be glad if the former could verify their accuracy. If the report proved to be true, he expressed the hope that the Japanese authorities would close down the five factories and the five distributing houses.

M. DE MYTTENAERE (Assessor) had already informed the Committee that acid acetic anhydride served as a substitution product in all compounds containing an oxydryl of phenol or alcohol. He had himself used it in the dosage of cannabinol. He proposed to compile for the Committee's next session an exhaustive list of all the pharmaceutical products containing acid acetic anhydride.

The CHAIRMAN suggested that M. de Myttenaere might send the list to the Secretariat as soon as completed, since it would help the latter in its examination of the figures already available.

BAKER Bey (Egypt) asked if M. de Myttenaere could also include acetyl chloride and say how far the one product could be substituted by the other.

M. DE MYTTENAERE (Assessor) signified his readiness to do so.

Dr. CARRIÈRE (Switzerland), Rapporteur, suggested that the discussion might now be considered closed. The Committee had two proposals before it—the first, that a warning should be addressed to Governments regarding the possibility of acid acetic anhydride being illicitly used for the manufacture of heroin and the second, which recommended that the Secretariat should continue to collect documentation on the subject. He believed that the first proposal could be approved without opposition.

Before referring the second proposal to the decision of the meeting, he wished to acquaint the Committee with the reply which he had already furnished in the Sub-Committee to the statement made by the Chairman concerning Switzerland, which was one of the most important countries manufacturing acetic anhydride, but which had not furnished information as to its manufactures. This omission was due to the fact that the Customs authorities of his country had not been able to furnish statistics as to the exports of acetic anhydride, as that substance did not figure separately in the Customs statistics. If, however, it was decided that this information should continue to be collected, he would make representations in the proper quarter with a view to securing the figures required. The alarming facts to which the representative of China had just drawn attention regarding the illicit manufacture at Hankow of considerable quantities of morphine which might serve for the manufacture of heroin showed that the problem of acetic anhydride was of some importance.

The CHAIRMAN asked the Committee for its views on the Rapporteur's first proposal to address a general recommendation to Governments pointing out the danger of acid acetic anhydride being used for improper purposes.

The proposal was adopted.

The CHAIRMAN asked the Committee to decide next whether statistics should continue to be collected or should be discontinued after the end of 1936. He pointed out that, even if countries made the necessary changes in their trade return forms, the figures would only be finally ready for study by the Committee in 1939.

Dr. CARRIÈRE (Switzerland), Rapporteur, suggested that it be left to the Secretariat to decide in what way and to what extent the documentation could be completed.

M. CARNOY (Belgium) saw no point in the Secretariat continuing to ask Governments for statistics. The discussion showed that no useful conclusions could be drawn from 90% of the statistics received. The Committee should discriminate and only ask for further statistics from the countries specially concerned.

The Committee decided by five votes to three against the discontinuance of the collection of statistics.

It further decided that the Secretariat should continue its efforts to obtain further general information.

1128. Examination of the Report of the Special Sub-Committee instructed to study the Question of the Adulteration of Narcotic Drugs (Document O.C.1653).

Dr. CARRIÈRE (Switzerland), Rapporteur, informed the Committee that the report had been adopted unanimously by the special Sub-Committee. He need only add the explanation that the "brucine" referred to at the end of paragraph 3 of the report, like strychnine, was an alkaloid of nux vomica, which could, it seemed, be used as a substitute for heroin. He recommended the adoption of the following draft resolution proposed by the Sub-Committee:

"The Advisory Committee, having had its attention drawn on several occasions to the fact that for some time past the drugs found or offered in the illicit traffic in several countries are frequently adulterated or replaced by other inert or non-narcotic substances;

"Considering that in cases of this kind the courts are faced with a legal problem, the solution of which—in as far as a solution is provided for—differs considerably from country to country;

"Considering that the transactions referred to cannot be regarded as ordinary cases of fraud on the part of the seller and that, further, the trafficker who seeks illicitly to obtain what he assumes to be a drug should not be placed on the same footing as the innocent victim of fraud;

"Considers that it would be desirable to submit the study of this new problem, together with all the information available to the Advisory Committee, to the forthcoming Conference for the Suppression of Illicit Traffic,

"And instructs the Secretariat to prepare a survey of the question and to place it before the Conference, together with any documentary material that may be available, requesting the Conference to consider the possibility of placing this question on its agenda."

M. DELGORGE (Netherlands) asked whether the resolution would require to be endorsed by the Council.

The CHAIRMAN did not think that the Council would agree at such a late hour to put the resolution before the Conference for the Suppression of the Illicit Traffic, as Government delegates would certainly have received no instructions on the subject.

M. RENBORG (Secretariat) confirmed that the Council's approval would be necessary to make the resolution effective and that the approval of the Council could not be obtained

in time for the Conference. If, however, a delegate or delegates at the Conference raised the question, the Conference itself was quite entitled to add it to its agenda. He pointed out, further, that in the short time remaining the Secretariat could not collect any very detailed information.

Dr. CARRIÈRE (Switzerland), Rapporteur, explained that the purpose of the resolution was more to supply information to the Conference, if it so desired, than to oblige the Conference to place the question on its agenda.

Major COLES (United Kingdom) felt that an attempt to add a new item to the agenda of the forthcoming Conference might have unfortunate consequences. The draft Convention had already been frequently referred back to Governments and it was high time to take a final decision on the matter.

M. BOURGOIS (France) agreed as to the unlikelihood of the Conference adopting any provision on drug adulteration as a formal article of the future Convention. If the Secretariat could collect sufficient data regarding the countries which already had legislation on drug adulteration or cognate matters, and if the question were authoritatively raised during the Conference, it might be possible to insert a recommendation on the subject in the Final Act. From the point of view of the legal principle involved, it would be highly inadvisable for the Advisory Committee to make the proposal contained in the penultimate paragraph of the draft resolution. He suggested, therefore, that this paragraph should be deleted entirely and the last paragraph redrafted so as to omit the direct suggestion to refer the subject to the forthcoming Conference.

Replying to a remark by the Rapporteur, he agreed that the Sub-Committee had been definitely instructed to make the proposals contained in the draft resolution; the point of procedure, however, had been overlooked.

M. RENBORG (Secretariat) suggested that, in the light of the discussion, the best solution would be to replace the last two paragraphs of the draft resolution by a less formal text, instructing the Secretariat to prepare a survey of the question which would, together with the documentary material available, be at the disposal of the Conference in case any delegation raised the question.

M. DE MYTTENAERE (Assessor) reminded the Committee that the Austrian representative had attached special importance to this particular question and that a resolution such as that before the Committee would greatly strengthen the position of that delegation and also of the representatives of the Belgian police authorities at the Conference.

M. DELGORGE (Netherlands) reminded his colleagues that the Secretariat had made it clear to the Sub-Committee that the proposal to refer the matter to the Conference required the Council's approval. To meet the difficulty, he suggested that the penultimate paragraph of the draft resolution should be deleted and the last paragraph amended to read more or less as follows:

"and instructs the Secretariat to prepare a survey of the question . . . in case the Conference should think it advisable to consider the possibility of placing this question on its agenda."

M. SOUBBOTITCH (Yugoslavia) reminded the Committee that, in accordance with a resolution adopted at the 1935 Assembly, League Committees had been obliged to bring their rules of procedure into line with certain standard regulations for League Committees drawn up by the Council of the League of Nations, in accordance with the resolution in question. The first point therefore to be decided was whether, under those standard regulations, the Advisory Committee could address a recommendation to the Conference except through the medium of the Council.

M. TELLO (Mexico) supported the proposal of the Netherlands representative, as it did not prejudice the question whether the matter should be placed before the Conference or not.

M. BOURGOIS (France) intimated his agreement with the suggestion made by the Netherlands representative.

The Committee decided to delete the penultimate paragraph of the resolution and to amend the last paragraph on the lines suggested by the Netherlands representative.

The resolution was adopted in the following form:

"The Advisory Committee,

"Having had its attention drawn on several occasions to the fact that for some time past the drugs found or offered in the illicit traffic in several countries are frequently adulterated or replaced by other inert or non-narcotic substances;

"Considering that, in cases of this kind, the courts are faced with a legal problem, the solution of which—in as far as a solution is provided for—differs considerably from country to country;

"Considering that the transactions referred to cannot be regarded as ordinary cases of fraud on the part of the seller and that, further, the trafficker who seeks illicitly to obtain what he assumes to be a drug should not be placed on the same footing as the innocent victim of fraud:

"Instructs the Secretariat to prepare a survey of the question with any documentary material that may be available, so that, in the event of the forthcoming Conference for the Suppression of the Illicit Traffic in Dangerous Drugs desiring to take up the matter, the necessary information may be placed at its disposal."

1129. Annual Report on the Traffic in Opium and Other Dangerous Drugs prepared by the Government of Yugoslavia for the Year 1934 (Document O.C./A.R.1934/62).

M. SOUBBOTITCH (Yugoslavia) regretted that his Government's annual report for 1934 had been delayed in transmission; the annual report for 1935, however, had already been sent to the Secretariat.

In amplification of the particulars given under A. V., he added that the amount of opium seized in the illicit traffic in 1934 was 258 kilogrammes while that of cocaine was 60 grammes.

He would be glad if the report for 1934 could be printed as an annex to the Summary of Annual Reports already issued, a special coloured slip being inserted to draw attention to the addition.

The Committee agreed that the procedure proposed by M. Soudbotitch should be followed.

1130. Annual Report for the Year 1935 of the Central Narcotics Intelligence Bureau, Cairo.

BAKER Bey (Egypt) made the following statement :

In past years it has been the custom, thanks to the forbearance of the Committee, for the representative of Egypt to review the work of that country's Central Narcotics Intelligence Bureau during the previous twelve months and to sum up the existing situation as regards drug traffic and addiction.

The very recent distribution to the members of this Committee of the Bureau's annual report for 1935 relieves me of the necessity of going into details or, indeed, of addressing you at any great length.

The annual report which is now in your hands contains no sensations. The days of wardrobe-trunks and weighing-machines, factories and shipments by the ton are, let us hope, gone for ever as far as Europe is concerned.

We can, however, look back, I believe, upon a year no less busy than former years in point of sustained effort and preventive work.

I would particularly call your attention to the report of the trial and conviction of certain doctors for abuse of professional privilege. The alarming extent to which this scandal had spread in Egypt was only realised when the full details began to emerge after some months of patient and exhaustive investigation of thousands of medical prescriptions seized in a large number of pharmacies in Cairo, Alexandria and some of the larger provincial towns.

The moral to be drawn from this story is, I think, one with which Governments and Administrations are growing more and more familiar. It is this :—the more you deny to the drug addict illicit sources of supply, the more will he be driven to resort to legitimate sources in the hopes of discovering some leakage or frailty of structure which will provide his needs. There are black sheep in every profession and it is no disparagement of the profession of medicine to say that all anti-narcotics organisations to-day are aware of this tendency and are opening an ever wider eye to its possibilities.

That the Government of Egypt is now fully alive to the situation may be gathered from the information given on pages 39 and 40 of the annual report as regards special amendments to the Law on Narcotics which are now under consideration by the law officers of the Crown.

The new system of keeping a record of recidivism in respect of addiction and trafficking which is mentioned on page 145 of the report deserves, I think, some attention.

Some two years ago, the imminent release of important traffickers sentenced to terms of three and four years imprisonment in 1930 and 1931 made it imperative that some means should be adopted of keeping track of drug traffickers and addicts after their release from prison. We thought that the mere fact of putting them in prison and releasing them after a certain term of years did not entirely dispose of them. We thought we ought to know a good deal more about them after their release. How many of them managed to pick up the threads of civil existence again? How many of them fell by the way? How long was it before they found themselves in prison again for the old offence? We believe we are in a better position to answer those questions to-day. Certainly as regards traffickers—not so certainly as regards addicts. But it is hoped that it will not be long now before the Government of Egypt will have time to devote to the question of addiction and its cure and that we shall soon see some institution similar to that of Lexington in the United States of America performing its proper and much needed functions in Egypt.

On page 93 of the report, it will be noted that the use of heroin was admitted by 132 out of 400 prisoners convicted for possession of drugs during 1935. This gives a percentage of 33 as opposed to 21.25% in 1934 and 22.75% in 1933. This increase shows that heroin has not yet been entirely banished from the country, but if you will refer to the analysis of eleven

samples of drugs purchased in various towns of Egypt in January 1936, you will observe the remarkable fact that five samples contained no heroin at all and four contained less than 3% of the drug. It is, therefore, perhaps permissible to deduce that the 132 prisoners referred to could not have been very hardened addicts.

I must not allow this occasion to pass without remarking that when we look back over the years and compare the drug situation in Egypt to-day with what it was in 1930, we need not ascribe to Egypt any boastful intentions if she firmly declines to associate herself with the opinion to which so much publicity has recently been given, namely that the present methods of fighting the drug traffic have completely broken down. For herself, Egypt cannot admit this and she bases her refusal to admit it on facts.

But it is not to be supposed by this that we in Egypt who are charged with defending the country against drug poisoning are folding our hands and complacently sitting back to admire ourselves. We are fully alive to the dangers that still beset us. The anxious eyes we used to keep on the Western world are no less anxious to-day because they are turned in the opposite direction.

One final word.

The publication and distribution of the Central Narcotics Intelligence Bureau's Report for 1935 has, I regret to say, been unusually delayed this year and an apology is due to the Committee on this score. But I feel sure that it will be understood that the delay was unavoidable and that I may also count upon the consideration and indulgence of members of this Committee when I refer to the said loss which the Egyptian nation has recently suffered in the death of its monarch, H.M. King Fouad I.

The very deep concern which his late Majesty felt at the spread of the drug habit which manifested itself to such an alarming extent a few years ago was expressed by him in more ways and on more occasions than is generally known. To Russell Pasha and myself, when the privilege of an audience was accorded, King Fouad always spoke of the drug situation and never failed to enquire as to the progress made by our Bureau. His death deprives us of a source of encouragement which was demonstrated not only by the interest he evinced in the activities of our Bureau but by the numerous tokens of royal recognition which he conferred on its functionaries.

I believe it may safely be said that, as regards the drug question, it is a happier situation that confronts Egypt's new monarch, H.M. King Farouk, and, on behalf of the Central Narcotics Intelligence Bureau, I may perhaps be permitted to take this opportunity of expressing to this representative gathering of delegates from the four quarters of the globe, our respectful wishes for His Majesty's long life.

The CHAIRMAN thanked the representatives of Yugoslavia and Egypt for their reports. No apologies, he thought, were necessary for the delay in receipt of the Egyptian report for 1935, as it was only due on July 1st next. Any comments which members of the Committee wished to make on those reports would be adjourned to a later meeting.

EIGHTEENTH MEETING (PUBLIC).

Held on Saturday, May 30th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden and Uruguay.

1131. Preparatory Work with a view to a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf: Adoption of a Draft Resolution submitted by Dr. Carrière (Switzerland).

Dr. CARRIÈRE (Switzerland) recalled the discussion on this question which had taken place at the previous meeting. He had the impression that it had given rise to certain misunderstandings, which were doubtless responsible for the refusal of the Committee to adopt a resolution. It seemed to him, however, that such a resolution would not be without some utility, if only as an intimation to the future Conference. He had therefore prepared a text which seemed to

him to reconcile the opinions expressed during the discussion, and he ventured to submit that text to the Committee.

Dr. Carrière then read the following draft resolution :

" The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

" Considering that the studies carried out and the documentary material collected with a view to a limitation and control of the cultivation of the opium poppy on the one hand, and the cultivation and harvesting of the coca leaf on the other hand, have shown that these two questions present themselves under different aspects and possess different economic characteristics ;

" Considering that in regard to the opium poppy measures of controlling cultivation are urgently needed ;

" Considering, on the other hand, that the control of the cultivation and harvesting of the coca leaf are unlikely to become applicable in the near future on account of the special circumstances connected with its production ;

" Decides :

" (1) To propose to the Council that the two problems should be dissociated from each other ;

" (2) To continue the studies and the collection of documentary material relating to control of the cultivation of the opium poppy with a view to convening at as early a date as possible a conference for the limitation and control of this raw material ;

" (3) To adjourn to a later date the problem of the control of the coca leaf, while nevertheless considering that the studies relating to this problem should be continued."

M. DELGORGE (Netherlands) supported the resolution.

The resolution was adopted.

M. DE VASCONCELLOS (Portugal) thanked his colleagues for re-ordering a state of affairs which would, from his point of view, have been a very difficult one.

A decision had been taken on the previous day that no resolution on this subject was needed, thereby running counter to a resolution of the Council and the Assembly. As Rapporteur on opium questions to the Council, he had not been able to assent to that decision. He thought it desirable that the Rapporteur to the Council should work in collaboration with the Committee, but this implied agreement with the views of the Committee ; otherwise his position would be an embarrassing one. He had been disturbed at the meeting on the previous day to find that, although his colleagues had agreed on the general lines of the resolution he had submitted, they had afterwards decided that no resolution was necessary. He was very glad that a resolution had now been adopted. This placed the matter in order again, and enabled him to continue that collaboration with the Committee which gave him such great satisfaction.

The CHAIRMAN said that he was very glad indeed to note that this question had been happily settled. He thanked all the members of the Committee for the spirit of conciliation and collaboration which they had shown. He wished to thank M. de Vasconcellos especially for having acted in that same spirit.

The Chairman also wished to thank the Director for his assistance in this matter.

1132. Report of the Sub-Committee on Cannabis on the Work of its Second Session (Document O.C.1655).

Mr. FULLER (United States of America), Chairman of the Sub-Committee, said that the Sub-Committee had noted the various documents submitted to it and had listened to a statement by Dr. de Myttenaere on his recent work on cannabis. It had come to the conclusion, however, that there was not yet sufficient material available to warrant further action at the present time. The Sub-Committee suggested, therefore, that discussion of this question should be deferred to a later session, when a larger number of studies had been received in reply to the questionnaire.

The conclusions of the report were adopted.¹

1133. Enquiry into Drug Addiction (continuation) : Draft Questionnaire submitted by Dr. Carrière (Switzerland).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that, in submitting to the Advisory Committee document O.C.1408(1) (g), the Secretariat wished to emphasise that this was a preliminary piece of work, the main purpose of which was to assist the Advisory Committee in elaborating a method of enquiry into the extension of drug addiction.

¹ For the text of the report, see Annex 4 to the report of the Committee to the Council on the work of its twenty-first session, document C.278.M.168.1936.XI, page 31.

In accordance with the Advisory Committee's instructions, the Secretariat had summarised in the first part of the document in question the few data in its possession. This summary showed that, in the majority of countries, figures regarding the number of drug addicts were lacking, and that, even in the case of countries which had made statistical enquiries in this domain, the data were no longer up to date. Such was, in particular, the situation in Germany and Canada. Nevertheless, the Secretariat did not think it possible to disregard the older statistics concerning those countries, for, even if the figures were no longer up to date, the method utilised to obtain them was of permanent interest and the figures themselves constituted a standard of comparison. Thus, if there were a decline in drug addiction in Germany and Canada, it was useful to know what had been the approximate estimates of the extent of this addiction a few years ago.

M. Ekstrand wished to add, in connection with the annual reports from Egypt, that in the case of the previous reports the Secretariat had taken the consumption figures given therein as indicating grains and not grammes. In the case of the last report, however, those figures definitely related to grammes. The representative of Egypt had said that he would ask the authorities whether the unit employed in the earlier reports was the grain or the gramme.

Dr. CARRIÈRE (Switzerland) said that he had arranged for a specialist in social hygiene to make an enquiry, and the results of that enquiry were summarised in a report of which he had only the German text, but which he would place at the disposal of the Committee. The results of the enquiry were of course only approximate. They nevertheless enabled certain conclusions to be drawn. In particular, they showed that addiction was not a really serious problem in Switzerland. According to the enquiry, there were in Switzerland about 600 addicts, or 1.5 per 10,000 inhabitants. Of these addicts, two-thirds were morphine and heroin addicts and one-third were cocaine addicts. Those figures, however, were, he would repeat, only approximate and were only given provisionally.

M. DE VASCONCELLOS (Portugal) said that addiction did not present a serious problem in Portugal. It constituted, however, a very real problem in Macao, where it was further complicated by the existence of a large floating population.

The Committee examined section by section the summary prepared by the Secretariat, and comments were made on the following points :

I. EXTENT OF ADDICTION.

United States of America.

Mr. FULLER (United States of America) pointed out that, in the third sentence of the second paragraph of this section, the words "from illegitimate channels" should be amended to read "from legitimate channels".

Canada.

Colonel SHARMAN (Canada) said that the figure 8,000 for the number of addicts in Canada was the estimate that had been given in the reply to the circular letter issued in 1931. The reference to it, at the beginning of paragraph 1 of this section of the summary, and again in the last two sentences of the second paragraph, gave an entirely false impression. The year 1931, in respect of which this figure had been reported, represented the period at which addiction in Canada had reached a maximum; the authorities had noted a marked reduction in each of the following years, and it was known that the total number of addicts was now well below that figure.

It was estimated that there were approximately 2,000 persons suffering from incurable diseases such as cancer, and these received the narcotics they required, on prescription, from chemists. With regard to addicts properly so-called, however, it was not correct to say that information concerning these had been obtained from pharmacies, since by the terms of the law it was a criminal offence to prescribe narcotics to any person who was suffering from addiction only. In the case of an addict exhibiting withdrawal symptoms a physician was entitled to administer a single dose, but he was not entitled to give a series of doses.

In connection with the third sentence of paragraph 2 (English text), Colonel Sharman wished to make it clear that as regards the total number of 9,000 doctors consulted, the Narcotics Control Office was in touch, at any given moment, with about 150.

The efficacy of the more severe measures which had been taken to suppress the illicit traffic was shown by the fact that codeine was now sold in that traffic at the rate of 25 cents per 1½ grains, the price of illicit morphine five years previously. Another proof of the shortage of drugs in the illicit traffic was that in the last two months a number of ex-pedlars had been arrested for attempting to obtain supplies by means of forged prescriptions.

Egypt.

Colonel SHARMAN (Canada) asked whether the representative of Egypt could give any further particulars on a point which had been mentioned in the report from Egypt for 1934 (page X)—a tendency among the Egyptian peasants, as a result of the reduction in heroin addiction, to take instead to the drinking of excessively strong tea, such as ultimately created an addiction habit.

BAKER Bey (Egypt) said that the authorities were undecided as to how far this was a matter which called for attention. Since the last session of the Committee, a syndicate of tea merchants had started a wide campaign in Egypt to teach the peasants how to drink tea. The effect of this campaign would have to be taken into account.

United Kingdom.

Major COLES (United Kingdom) said that, in view of the recent publicity concerning the number of addicts in the United Kingdom, he wished now to give definite figures.

At the present time, the number of addicts in the United Kingdom known to the authorities—that was to say, persons whose names and addresses were known—was in the neighbourhood of 700. This figure did not include persons suffering from an incurable disease who required morphine for alleviation. The increase as compared with the figure stated in the report for 1934 (300) was not due to any increase in addiction in the country, but only to an increase in the accurate knowledge of the authorities, the cases which had recently been discovered having, for the most part, been ones of long standing. He believed that the authorities had now practically complete information on the number of cases.

It was an interesting point that, of these 700 addicts, 120 were medical practitioners. Having regard to the total number of doctors on the Medical Register—46,000—this meant that there were 27 addicts per 10,000 doctors in the United Kingdom. It might also be of interest that among the remaining 580 addicts, other than doctors, the proportion of males to females was approximately 1 to 2.

Taking the total number of addicts—700—in comparison with the total population of 45,000,000, the ratio was 0.13 per 10,000 of population.

The CHAIRMAN asked whether there was any information available as to the quantity consumed per annum by each addict, and as to the proportion between morphine and heroin addicts.

Major COLES (United Kingdom) said that, in the main, the addicts in the United Kingdom were morphine addicts. The authorities had not yet, however, been able to pursue their enquiry far enough to ascertain the average daily doses.

In reply to a question by Colonel Sharman, Major Coles said that the addicts obtained all their supplies from legal sources. As far as had been ascertained, there were no illicit sources available.

Poland.

The CHAIRMAN said that the estimate of 5,000 for the number of addicts in Poland—a very approximate one—had been made by a public prosecutor who was specially interested in the subject.

Colonel SHARMAN (Canada) said that the Chairman, in his modesty, had not mentioned that he had published in the previous year a valuable article on codeine addiction. This article had been read with great interest in Canada.

Turkey.

M. SEYMEN (Turkey) assured the Committee that the abuse of narcotics was not one of the characteristics of the Turkish people. Despite the possibilities which existed of easily obtaining the necessary substances, it was an established fact that drug addiction remained localised and had no tendency to develop in Turkey. That was proved by the statistics of the hospitals and asylums. It was rare to see persons smoking prepared opium in the towns or villages.

At the end of the Great War, drug addiction had spread, particularly at Istanbul, with the arrival of the Russian refugees. At that time, cocaine and heroin were keenly sought after. The campaign organised against narcotics had happily put an end to this practice. The hospital registers at Istanbul for 1935 showed only 144 admissions, including 13 women. Compared with the previous years, that decline in drug addiction at Istanbul, to mention only this town of 800,000 inhabitants, was quite encouraging. Among the persons suffering from drug addiction were 16 adolescents between the ages of 11 and 20, 86 persons between the ages of 21 and 30, and 30 others between the ages of 31 and 40, addicted to hashish (58 cases), heroin (56 cases) and morphine (8 cases).

As regards social position, drug addicts were found among doctors (1), students (5), civil servants (17) and especially tradesmen and merchants (117). No cases of drug addiction were reported among workmen.

Summary of the Situation.

Colonel SHARMAN (Canada) pointed out that Canada should be added to the list, given in the first paragraph of this section of the report, of States which considered that addiction in their population was declining.

M. DE VASCONCELLOS (Portugal) said that, in the second paragraph of the same section, Portugal might be added to the list of States which held that, in their case, addiction did not constitute a serious problem.

M. TELLO (Mexico) said that in his country, with the exception of a few addicts in the capital and in one or two other parts of the country, especially the ports, the problem was practically non-existent. There was a certain amount of marihuana-smoking, confined exclusively to the lower classes. Eighty per cent of these smokers were men, and generally young men between the ages of 20 and 30, the vice being practically always associated with drinking.

M. DELGORGE (Netherlands) wished to issue a warning against drawing any too definite conclusions on the basis of the average quantities consumed by addicts. He had no expert knowledge regarding manufactured drugs, but in the matter of prepared opium he knew that, in general, the Chinese in Java used ten times as much as the Javanese, although living in the same country and side by side. Average consumption depended, therefore, on the customs of the people concerned.

II. METHODS OF ESTIMATING THE EXTENT OF ADDICTION.

Draft Questionnaire.

Dr. CARRIÈRE (Switzerland) said that he wished to submit for consideration the following draft questionnaire on drug addiction :¹

" Governments are requested to supply the Secretary-General of the League of Nations by February 1937 with information on the following points : "

" I. *Legislative and Administrative Measures.*

- " 1. Legislative and administrative measures applicable in their country to drug addiction and drug addicts.
- " 2. Description of the supervision (over the medical profession and pharmacies) applicable as regards the prescription of narcotic drugs in doses exceeding the maximum therapeutic doses prescribed in the pharmacopœias.

" II. *Extension of Addiction.*

- " 1. Approximate number of addicts in their country, stating the percentage in relation to the whole population.
- " 2. Methods employed to ascertain the approximate number of addicts in their country.

" III. *Nature and Quantities of Narcotic Drugs consumed by Addicts.*

- " 1. Description of the narcotic drugs chiefly used by addicts.
- " 2. Average daily doses of each of the narcotic drugs consumed by addicts, and estimated total quantity consumed each year by all addicts.
- " 3. Prices of the various narcotic drugs sold retail :
 - " (a) In the legitimate trade ;
 - " (b) In the illicit traffic.

" IV. *Establishments for the Treatment of Addicts as Out- or In-patients.*

- " 1. Number and nature of public or private establishments for the treatment of addicts or their confinement.
- " 2. Number of addicts treated or confined at public or private establishments (during the years 1930-1935).

" V. *Addiction and Crime.*

- " Number of addicts convicted during the years 1930-1935 :
 - " (a) For infringements of the narcotic laws ;
 - " (b) For offences or crimes not covered by the narcotic laws.

" VI. *Addiction and the Medical Profession.*

- " (a) 1. Total number of doctors in the country and approximate number of addicts among them. Percentage of addiction in the medical profession ;

¹ For the final text of the questionnaire as adopted by the Committee, see Annex 3 to the report of the Committee to the Council : document C.278.M.168.1936.XI, page 31.

" This questionnaire should be accompanied by a brief explanation by the Secretariat of the methods which can be employed to facilitate the calculation of the number of addicts and the quantities of narcotic drugs consumed by them. "

- " 2. Narcotic drugs usually employed by doctor addicts, average doses consumed, and estimated total quantity consumed each year by doctors ;
 - " 3. Number of doctors suspended from practising their profession on account of addiction.
- " (b) 1. Number of doctors convicted during the period 1930-1935, excluding convictions for addiction ;
- " 2. Estimated number of addicts obtaining their supplies from doctors (for the years 1930-1935) ;
 - " 3. Estimated quantities of drugs diverted each year into the illicit traffic through doctors who supply addicts."

Dr. Carrière thought that the points raised in sections I and II would not give rise to any objections on the part of the Committee. There were points on which the Secretariat had already received information from various countries, but on which the Committee doubtless desired to obtain supplementary details. As to section II, Mr. Anslinger had already asked that it should be definitely stated that the information supplied as to the number of addicts should not include persons who legitimately used narcotic drugs and should only mention addicts properly speaking. The replies to the questions in section III and IV would certainly give rise to difficulties ; for section V resort might perhaps be had to the courts. Section VI (Addiction and the Medical Profession) raised a very delicate problem which must only be touched upon with very great prudence. The replies to that part of the questionnaire should in his opinion be summarised in a general form and not be reproduced country by country when the material obtained as a result of the enquiry came to be studied.

He would suggest, subject to the approval of the Committee, that Governments should be requested to send in their replies at latest by February 1937.

Dr. Carrière informed the Committee that he was obliged to return to Berne that evening and he regretted that it was not possible for him to be present at the discussion on the questionnaire that it was not possible for him to be present at the discussion on the questionnaire.

Dr. ANSLINGER (United States of America) thought it should be made clear, both in the case of Section III, 1 and 2, and Section VI_A(b) 2, that the addicts referred to were non-medical addicts.

In the case of Section V, there was certainly very definite information available regarding point (a) : " Number of addicts convicted for infringements of the narcotic laws ". It was important in connection with point (b) of this section, however, that the figures for " offences or crimes not covered by the narcotic laws " should be based on records and not on conjecture.

Similarly, in connection with Section VI, whatever figures were given should certainly not be approximate, but should be based on statistics. With regard to part (b) of Section VI, he agreed that it would be wise to take the figures over a five-year period ; an enquiry made in respect of one year only would not give an accurate idea of the extent of addiction.

M. TELLO (Mexico) thought that the replies to a questionnaire such as that before the Committee would provide a very interesting body of information. With regard to Section I, 2, was there any special reason for restricting the description of the supervision over prescriptions of narcotic drugs to doses " exceeding the maximum therapeutic doses " in preference to including all prescriptions ?

Dr. CARRIÈRE (Switzerland) explained that the only reason was the desire for simplification. It would be a good thing, if it were possible, to exercise supervision over all prescriptions ; but at present that was not practicable.

M. BOURGOIS (France) pointed out that it was stated in the report for Syria for 1934 (page 133 of the Summary of Annual Reports) : " The Mandatory authorities express the opinion that the question of abnormal doses of narcotics should be specially studied and international regulations drawn up, or, at any rate, urgent recommendations made to States, on the subject."

Reference was further made in this passage, in the same connection, to the Venezuelan legislation under which, in certain cases, pharmacists might be authorised by " a limited and renewable permit " to dispense prescriptions issued by a doctor in " larger doses than those laid down in the official posology ".

Mr. HARDY (India) said that he could agree to the inclusion of all the items mentioned in this questionnaire. He wished to stress, however, that, when requesting information of this kind from a very large number of countries, it was essential that each question should be so worded that the kind of information given in reply should be, as far as possible, the same in the case of every Government. Otherwise figures inserted in the same table might not really be comparable. Each item of the questionnaire should therefore be examined very closely in order to prevent any possible ambiguity.

In Section I, point 1, for instance, in connection with the phrase " drug addicts ", it should be made clear whether all forms of drugs were included under this description (as he understood was to be the case) or only manufactured drugs. Further, what exactly was to be understood

by the word "addict"? This was a term which might apply to three categories: persons who took drugs so regularly that they finally reached the stage of suffering from withdrawal symptoms if unable to obtain them; persons who were obliged to take drugs regularly by reason of some painful and incurable disease; and persons who took certain drugs in a legal manner because their Government allowed the consumption of these drugs in limited quantities.

Again, in the same sentence, the phrase "legislative and administrative measures applicable to drug addiction" was a vague one. If the reference here were to laws applicable to the treatment of addiction, this should be made clear.

These remarks also held good of several other parts of the questionnaire. Mr. Hardy thought that the Secretariat should carefully consider this text before it was discussed further.

With regard to point 1 in Section VI (b), he did not think that it would be of much value to obtain information regarding the "number of doctors convicted, excluding conviction for addiction".

Dr. ANSLINGER (United States of America) thought that point 1 in Section VI (b) might be amended to read, "Number of doctors convicted . . . for infringements of the narcotic laws". He thought it would be easy to obtain from records information regarding points 2 and 3 of Section VI (b). In the United States, in the preceding year, the information available was that 706 ounces had been illegally supplied by doctors to a total of 230 addicts.

M. DELGORGIE (Netherlands) agreed that it was very important to get fuller information on the extent of drug addiction. He wished, however, to say a few words of caution in connection with the proposal to send out a further questionnaire at the present moment, when Government administrations, the number of whose officials had been reduced, were already overburdened with work. He thought also that the suggested date by which replies were to be sent in—1937—was too early.

Colonel SHARMAN (Canada) said that he approached this subject in a spirit of full co-operation. He must point out, however, that it would be absolutely impossible to provide certain of the particulars requested in this questionnaire.

With regard to point 2 in Section IV, for instance, addicts were often sent to local hospitals, subject to professional secrecy and under assumed names. Only the doctor who had attended the case and the Narcotic Service had any idea of the addict's identity. Point (b) in Section V might include a whole host of trivial offences, and any statistics given in this connection would be completely misleading. Again, with regard to points 2 and 3 in Section VI (b), while an estimate for the current period might be given, it would be impossible to give an estimate for so many years back. He thought that, if this questionnaire were to give practical results, it would need to be carefully and thoroughly revised.

The CHAIRMAN said that it was of course natural that certain countries might find special difficulties in replying to certain points. Nevertheless, the enquiry which had been undertaken in Germany showed that the obstacles were not insurmountable. The Committee would like to have similar information in the case of other countries; and, even if Governments could not supply all the information that was asked for, they could give it in part.

Major COLES (United Kingdom) said that he had intended to raise the same criticisms as those which Mr. Hardy and Colonel Sharman had made. He would therefore merely associate himself with their observations.

He entirely agreed that more information on this problem was needed. He doubted very much, however, whether it would be possible to get this information so far back as was requested in cases where no records had been kept, and he thought that it would be much better to ask for particulars commencing with the present year. In most countries, a Central Office had been established only recently—perhaps only for a year—and in those countries the difficulty of obtaining information for a long period past would be all the greater.

The CHAIRMAN said that the document submitted by the Secretariat to the Advisory Committee summarised, on the one hand, the information received from Governments—information which was extremely incomplete, as would be seen—and, on the other hand, stated the methods of estimating the extent of addiction.

In establishing the number of addicts, the first difficulty to be considered was the two different sources from which they obtained their supplies—namely, on the one hand, the legitimate trade and, on the other hand, the illicit traffic. Since it was through the legitimate trade that the number of addicts and the quantity they consumed could most easily be determined, the Advisory Committee might usefully examine whether it would be possible, by means of certain administrative or legislative measures, to induce the majority of addicts to obtain their supplies exclusively from licit sources.

In countries where there was very strict supervision over legitimate sources, there was no doubt that addicts found themselves in an extremely difficult position and that they resorted to forged prescriptions and to thefts in order to obtain drugs, or else, giving up the attempt entirely, sought for substitutes. It was to this latter cause that was to be attributed that phase of codeine consumption which seemed to have been specially marked in Canada, but which was now being reported in several other countries also. If addicts thus resorted to

illicit traffic and even to violence, it was because all possibility of obtaining the drugs by legitimate means was denied them. Could addicts be directed towards legitimate sources, and thus be brought within the framework of regular supervision? Could a system be established which, without merely making the doctor an accomplice of his patient, would nevertheless allow him sufficient freedom of action for the addict to apply to him without fear, and thus escape the much more formidable organisation of the traffickers?

It seemed that the reply to those questions depended, on the one hand, on regulations which would entail, to a greater or less extent, the registration of addicts, and, on the other hand, on provision for medical treatment on a big scale.

With regard to the registration of addicts, such a measure might be said to be practically unknown in the West, whereas in the East a system of registration of smokers was frequently adopted. The question arose whether that system would be feared by the addicts and would thus be rendered inoperative. Probably, it would all depend on the sort of registration it was decided to apply. To get an idea of what the reaction of the addicts might be, it would be well to consider the experience gained in the field of registration of persons suffering from venereal diseases. Document C.221.M.88.1934.IV, published by the Committee on Traffic in Women and Children, gave an interesting short account of this question. To quote only one instance, the case of Denmark. In that country, any doctor attending to a person suffering from venereal disease was obliged to report the case to the central health service; but the report was kept private, for the patient was only referred to under a number and by his initials, and compulsory measures could only be taken against him if the doctor attending to his case found that he had interrupted the treatment in disregard of the indications given. According to the information supplied to the League of Nations, it seemed that that system worked satisfactorily, and that persons suffering from a venereal disease had no fear as to the consequences of that form of registration.

More or less simultaneously with the question of registration, the question should be examined of the provision on a large scale of special medical treatment. Compulsory treatment and voluntary treatment—those were two essential aspects which called for very close study by the Advisory Committee; and, in that connection, the experience acquired in the field of venereal diseases might, *mutatis mutandis*, be of some assistance in the discussions. In the system of compulsory treatment, however, as in that of voluntary treatment, the economic factor played a leading part, and it would be difficult to make definite recommendations immediately. The Chairman proposed therefore that, while keeping the subject on the list of those to be studied, the Committee should merely have an exchange of views on possible forms of international collaboration by which the expenses of each country in the treatment of addicts might be reduced.

Bearing in mind the possibility of bringing addicts within the framework of the legitimate dispensing of narcotics, a very thorough study should be made of the problem of supervision of the doses of narcotics ordered in prescriptions. The supervision of doses was a complex problem. Doctors could be hampered in the exercise of their profession, and decisions which, in some cases, were essential for the health of sick persons must not be made dependent upon too complicated a system of administrative regulations. On the other hand, adoption of a special procedure in regard to doses of narcotics larger than the ordinary therapeutic dose would save doctors from too heavy responsibilities and the risk of prosecution.

What, under those conditions, would be the best procedure? The German law, by which doctors must enter on a register all prescriptions for doses larger than the ordinary, seemed to have given very good results in practice. The system in Venezuela, which provided for a committee of three doctors who might, in cases of protracted treatment, authorise doses of narcotics larger than the ordinary medical dose, might also present certain advantages, although it seemed that that method would only be practicable in large urban centres, and not in country districts, where it would probably sometimes cause undesirable delay. Lastly, Uruguay reported a system of duplicate prescriptions by which supervision of doses was made *post factum*.

It was towards the adoption of this last method that Polish expert opinion seemed to some extent to be tending. At one of its recent meetings, the Polish national committee for defence against drug addiction had felt called upon to recommend to the competent authorities the method of *post-factum* supervision. That supervision was exercised as follows. Any doctor recognising the need to prescribe a larger dose than the medical dose laid down in the Pharmacopœia must report the fact to the local health authorities, as must also the chemist. The local health authorities, thus notified of prescriptions exceeding the normal dose, were enabled, in their turn, to make the necessary investigations in any case where supervision of that kind seemed necessary. The advantage of such a system was that it in no way hampered medical practitioners in exercising their profession, but prevented any continued abuse by means of retrospective supervision and at the same time guaranteed absolute discretion as regards the personality of the addict, the whole enquiry being in the hands of the health authorities.

With regard to the questionnaire before the Committee, a sub-heading might be added with reference to the question of addiction among the auxiliary medical professions.

M. BOURGOIS (France) thought that the value of the information which the Committee desired to collect was incontestable. It might be said that the first question which the Committee was called upon to solve was the exact extent of the evil and the means by which, in different places, it had been able to develop. He entirely agreed, however, with previous speakers as to the difficulties that would be encountered in securing information on many of the points included in the questionnaire, and as to the value of the results obtainable. In the

case of France, the main obstacle would be professional secrecy. He felt that, in his country, the huge amount of statistical study and analysis which would be necessary would give only very uncertain results. He must therefore make every reservation as to the value of the proposed questionnaire. In particular, he agreed with Dr. Carrière that Section VI raised an extremely delicate problem.

M. DE VASCONCELLOS (Portugal) thought that the matter was one which called for further reflection. The questionnaire obviously needed to be carefully revised. He proposed, therefore, that a sub-committee should be appointed to prepare the subject for examination at the next session. He would suggest that the sub-committee be composed of the following members: The CHAIRMAN, Dr. ANSLINGER (United States of America), BAKER Bey (Egypt), M. BOURGOIS (France), Dr. Hoo Chi-Tsai (China) and Colonel SHARMAN (Canada).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that, if this sub-committee were appointed, it might establish a revised questionnaire during the present session. In this way, a year's time would be gained.

Mr. FULLER (United States of America) agreed with Mr. Hardy that it was most desirable that any questionnaire that was circulated should be clear and concise, and the meaning to be attached to the various terms employed in it exactly defined.

Difficulties might be experienced in the United States in replying to certain parts of this questionnaire, especially Section VI. Part (b) of this section would not, however, present any difficulties in his country. With regard to point 1 of this part, figures were given in the report of the United States for 1934 (page 32) of the number of doctors convicted for narcotic irregularities, and no special difficulties had been met with in that connection. He thought it should be possible for other administrations to establish those figures also.

The Committee decided to appoint a drafting sub-committee consisting of the members proposed by M. de Vasconcellos.

NINETEENTH MEETING (PRIVATE, THEN PUBLIC)

Held on Tuesday, June 2nd, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden, Switzerland and Uruguay.

1134. Budget Estimates for the Year 1937.

The Committee decided that the Minutes of this discussion should not be published.

1135. Examination of the Statement concerning the Efficacy of the Present Methods of fighting the Illicit Traffic (continuation).

The Committee decided that the Minutes of this discussion should not be published.

(The Committee went into public session.)

1136. Re-election of Sir Malcolm Delevingne to the Supervisory Body.¹

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), at the Chairman's request, read to the Committee extracts from a letter from Sir Malcolm Delevingne acknowledging the Director's telegram of congratulations on his reappointment for a further term of three years to the Supervisory Body and expressing his gratification at being able to continue to co-operate in the work done at Geneva.

1137. Anti-narcotic Education and Propaganda : Note by the Secretariat (Document O.C.1642).

GENERAL OBSERVATIONS.

The CHAIRMAN, referring to the proposal to obtain information from Governments on "programmes for instruction in the dangers of drug addiction at primary and secondary schools and at universities", admitted that such programmes had already been introduced

¹ See page 8.

in the Netherlands Indies and Indo-China, but doubted whether similar measures could be recommended to all Governments. While they might be valuable in Far-Eastern countries, where addiction was widespread, it would be dangerous in Western countries, for instance, to draw the attention of young people to the existence of the vice or arouse unhealthy curiosity on the subject. A distinction should therefore be drawn to avoid giving the impression that the suggestion would be suitable generally.

M. BOURGOIS (France) agreed with the Chairman and added that most of the authorities (*cf.* Meyer's work on cocaine) concurred in the view that curiosity was usually the origin of drug addiction in the case of European countries. The recommendation might, of course, apply to certain sections of Western society, such as persons connected with the medical or nursing professions, but not to young people generally.

M. CARNOY (Belgium) fully agreed with the Chairman and the French representative as to the inadvisability of drawing young persons' attention to the vice of drug addiction. Statistics showed that the vice was extremely rare in the Western world, and it was most undesirable to stimulate an unnatural curiosity on the subject. Warnings might, of course, be addressed to persons taking medical courses or nurses undergoing training, but such action could better be taken by the professions concerned than by the League itself.

Mr. HARDY (India) pointed out that similar views to those just expressed were contained in the fourth paragraph of the General Observations. In any communication made to Governments, care should be taken to recognise the existence and force of that particular argument and to point out that what was applicable in one particular country might be prejudicial in another.

Mr. FULLER (United States of America) made the following statement :

The members of the Committee will recall the mention, made in the last two preceding sessions, of an American cinema film entitled " Murder at the Vanities ", one of the features of which was a song entitled, " Sweet Marijuana, lull me to sleep ". This film was produced by Paramount Productions Incorporated, of Hollywood, California, a company which is a member of the association known as Motion Picture Producers and Distributors of America, Incorporated.

The members of that association, which includes almost all of the motion-picture producers in the United States, have bound themselves to observe the stipulations of a code to govern the making of talking, synchronised and silent motion pictures. That code in its present form was put into effect in 1934. Among the provisions of that code is one to the effect that " illegal drug traffic must never be presented ". In a commentary on that code, published by the association, the following passage occurs :

" Because of its evil consequences, the drug traffic should not be presented in any form. The existence of the trade should not be brought to the attention of audiences."

With your permission, I should like to read you a resolution, dated June 13th, 1934, to ensure uniform interpretation of the code to which I have referred. It is as follows :

" 1. When requested by production managers, the Motion Picture Producers and Distributors of America, Incorporated, shall secure any facts, information or suggestions concerning the probable reception of stories or the manner in which, in its opinion, they may best be treated.

" 2. That each production manager shall submit in confidence a copy of each or any script to the Production Code Administration of the Motion Picture Producers and Distributors of America, Incorporated (and of the Association of Motion Picture Producers, Inc., California). Such Production Code Administration will give the production manager, for his guidance, such confidential advice and suggestions as experience, research and information indicate, designating wherein, in its judgment, the script departs from the provisions of the Code, or wherein from experience or knowledge it is believed that exception will be taken to the story or treatment.

" 3. Each production manager of a company belonging to the Motion Picture Producers and Distributors of America, Incorporated, and any producer proposing to distribute and/or distributing his picture through the facilities of any member of the Motion Picture Producers and Distributors of America, Incorporated, shall submit to such Production Code Administration every picture he produces before the negative goes to the laboratory for printing. Said Production Code Administration, having seen the picture, shall inform the production manager in writing whether, in its opinion, the picture conforms or does not conform to the Code, stating specifically wherein, either by theme, treatment or incident, the picture violates the provisions of the Code. In such latter event, the picture shall not be released until the changes indicated by the Production Code Administration have been made ; provided, however, that the production manager may appeal from such opinion of said Production Code Administration, so indicated in writing, to the Board of Directors of the Motion Picture Producers and Distributors of America, Incorporated, whose finding shall be final, and such production manager and company shall be governed accordingly."

The Commission of Narcotics, having brought to the attention of Mr. Will H. Hays, the President of the Motion Picture Producers and Distributors of America, the objections which had been voiced in the Committee, found that association quite prepared to take the matter up with a view to being as helpful as possible.

Mr. Hays stated that it was already the established policy of the motion-picture industry in the United States to avoid, in pictures, lyrics and dialogue, anything which would tend to arouse or encourage curiosity concerning the non-medical use of any narcotic drugs.

Under date of September 23rd, 1935, he informed the Commissioner that the producing company had, on September 13th, 1935, issued instructions that the song "Marijuana" should be eliminated from all prints and from the original negative of the film "Murder at the Vanities". At the same time, the producing company negatived the opinion that the song as used in the film conveys any effect relating to the use of narcotics. They stated that the song was written and the sequence included for theatrical effect only, and that it was not realised that it could possibly have placed upon it the construction which eventually was so placed. The producing company's action, therefore, has been taken as a matter of co-operation and will thus, without doubt, be appreciated by those interested in the campaign against drug addiction.

The Committee would see, therefore, that the greatest possible precautions had been taken in the American cinema industry against the production or exhibition of films which might arouse curiosity as to the non-medical use of drugs.

The CHAIRMAN, after thanking the United States representative for his communication, suggested that the following text might express the Committee's views on the subject :

"The Committee considers that propaganda in schools and other direct forms of propaganda can be employed only in certain countries where drug addiction has assumed widespread proportions. In other countries where it is of a more sporadic character, such measures would be definitely dangerous. The Committee thinks, however, it should stress the value of such propaganda in the medical profession and among chemists, nurses, etc. It thinks that special courses on drug addiction should be organised in medical faculties and in institutions training for auxiliary medical professions."

If adopted, the resolution would be inserted in the report to the Council. It was, of course, open to amendment.

M. RENBORG (Secretariat) pointed out that, as the draft resolution seemed to be distinctly at variance with the action recommended by the Fifth Committee of the Assembly, it would be necessary to give a fuller statement of the reasons for the present proposal.

M. TELLO (Mexico) suggested that the wording of the Chairman's draft proposal was really self-explanatory. He would also recommend that, at the end of document O.C.1642, it should be made clearer that sub-paragraphs (b) and (c) were to be regarded as closely connected with sub-paragraph (a).

The CHAIRMAN, while agreeing with M. Renborg's suggestion, pointed out that the Committee, as a technical and advisory body, was fully entitled to express its own views, even if they were not completely in line with those of the Fifth Committee.

Referring to the observation of the representative of Mexico, he agreed that sub-paragraphs (b) and (c) should be specifically described as "indirect methods".

After a suspension of the proceedings, the following draft, prepared by the Secretariat on the basis of the Chairman's proposal, was submitted :

"The Advisory Committee has carefully examined the request of the sixteenth Assembly regarding anti-narcotic education and propaganda. It considers that propaganda in schools and other forms of direct propaganda can be employed only in certain countries where drug addiction has assumed widespread proportions. In other countries where it is of a more sporadic character, such measures would be definitely dangerous. There is, therefore, no need to frame a constructive plan in this sphere on an international basis.

"The Committee thinks, however, that it should stress the value of such propaganda in the medical profession and among chemists, nurses, etc. It believes that special courses on the danger of drug addiction should be organised in medical faculties and institutions training for auxiliary medical professions.

"The Advisory Committee requests the Council to instruct the Secretary-General to transmit the above resolution to Governments, asking them to supply all useful information regarding propaganda in medical and associated circles."

Mr. HARDY (India) suggested the insertion, at the beginning of the second sentence in paragraph 1 of the resolution, of the words, "After studying the information suggested by Governments . . .".

The CHAIRMAN proposed that a reference should also be inserted to document O.C.1642.

Dr. Hoo Chi-Tsai (China) thought that a summary of the Committee's reasons for adopting this resolution should be inserted, in case certain Governments had not acquainted themselves with the replies received by the Secretariat.

The draft resolution was adopted in the following form :

" The Advisory Committee has carefully examined the request of the sixteenth Assembly relating to education and propaganda against the abuse of narcotic drugs. After studying information supplied by Governments and summarised in document O.C.1642, it is of opinion that propaganda in schools and other direct propaganda should only be practised in certain countries where addiction is a substantial problem. In other countries where addiction is, on the contrary, sporadic, such propaganda would be evidently dangerous. It would not accordingly seem desirable to frame a constructive plan on an international basis in this field.

" The Committee, however, would insist on the utility of propaganda of this kind organised within the medical profession and among pharmacists, nurses, etc., and considers that special courses on addiction should be organised in the medical faculties and in establishments training persons for the auxiliary medical services.

" The Advisory Committee asks the Council to instruct the Secretary-General to forward this resolution to Governments, asking them to furnish all useful information concerning propaganda among medical and auxiliary medical circles."

M. BOURGOIS (France) would like to see a special reference made in the report to the valuable support given to the Advisory Committee's campaign against the illicit traffic by the French branch of the World Narcotic Defence Association. The President of the French branch was Senator Godard, who had given M. Bourgois invaluable help in expediting the ratification by France of the Limitation Convention, and merited the Committee's warmest thanks.

1138. Enquiry into the Measures taken by Governments and by National and International Associations to organise the Campaign against Drug Addiction and the Illicit Traffic in Narcotic Drugs (Document O.C.1622).

M. RENBORG (Secretariat), after briefly recalling the origin of the enquiry instituted into the subject, suggested that the Committee might confine itself to noting the information contained on pages 2 and 3 of the report submitted. Since compiling the latter, the Secretariat had received a very full reply to the enquiry from the World Narcotic Defence Association, a summary of which would be circulated after the end of the present session.

The Committee noted the report submitted by the Secretariat.

1139. Alterations in the Constitution and Procedure of the Advisory Committee: Note by the Director of the Opium Traffic Section and Revised Rules of Procedure of the Committee (Document O.C.1649).

M. RENBORG (Secretariat), after explaining the genesis of the question, drew special attention to two points in the Director's note. It would be seen from the second paragraph that, in the case of the Opium Committee, the special Council Committee had been in favour of slightly increasing the membership rather than of adopting a system of rotation. The Secretary-General, however, had not been formally notified of any other country's wish to be represented on the Advisory Committee. Further, from the last paragraph but one of the note it would be seen that, contrary to the Council's decision of January 1934 that " the mandates of members . . . should be of indefinite duration ", the new Regulations of Committees provided that the tenure of office of Government representatives should " last for not more than three years ". The latter, being the later decision in point of time, would presumably constitute the final ruling on the point and be binding on the Advisory Committee.

The CHAIRMAN assumed that the two special points referred to by M. Renborg would have to be decided upon by the Committee at a later meeting, and suggested that in the meantime the revised Rules of Procedure should be considered.

Article 1.

Article 1 was adopted without discussion.

Article 2.

M. DELGORGE (Netherlands) drew attention to the omission of any reference to a Rapporteur.

M. RENBORG (Secretariat) replied that the inclusion of such a reference would mean giving a permanent character to the duties of the Rapporteur.

M. BOURGOIS (France) suggested that it might be inconvenient to have to appoint a Rapporteur at the beginning of sessions.

The CHAIRMAN proposed the addition to Article 2 of the words, " The Committee may appoint a Rapporteur for each session ".

The Chairman's proposal was adopted.

Article 2, as amended, was adopted.

Article 3.

Article 3 was adopted without discussion.

Article 4.

Colonel SHARMAN (Canada) asked whether the provisions of this article, particularly of paragraph 2, implied the demise of the Agenda Sub-Committee, which had only recently been formed and had definitely proved its usefulness.

M. RENBORG (Secretariat) agreed that there had been an oversight, and promised to submit a fresh text of Article 4 before the close of the session.

Article 5.

Article 5 was adopted without discussion.

Article 6.

Colonel SHARMAN (Canada) asked whether countries whose membership had lapsed counted as members of the Committee in calculating a quorum.

M. RENBORG (Secretariat) replied that, in calculating a quorum, only those countries were included which were still members of the Committee, whether they were present or not.

In reply to a question by M. Delgorge (Netherlands), it was explained that the second paragraph was identical with the corresponding paragraph in the Committee's old Rules of Procedure as adopted at the fifth session, and that it was the ordinary practice in the Assembly and Council to reckon abstentions as equivalent to absence.

Article 6 was adopted.

The Rules of Procedure were adopted, Article 4 being reserved.¹

M. RENBORG (Secretariat) pointed out that, in addition to adopting these special Rules of Procedure, the Committee would also have to conform with the " General Regulations on Committees " given on pages 3 to 5 of the Council document annexed to document O.C.1649.²

TWENTIETH MEETING (PRIVATE, THEN PUBLIC).

Held on Wednesday, June 3rd, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Italy, Spain, Sweden, Switzerland, Turkey and Uruguay.

1140. Examination of the Statement concerning the Efficacy of the Present Methods of fighting the Illicit Traffic (continuation).

After a discussion,³ the Committee adopted the following statement to be inserted in its report to the Council :

" The Advisory Committee notes that occasion has recently been taken to base, upon statistics of seizures at ports and borders, only generalisations which, while they were doubtless intended to emphasise the need for yet stronger measures in the campaign against narcotic drugs, have been widely interpreted as disparaging the work of the Opium Advisory Committee and of the narcotic administrations of the world. The Advisory Committee cannot accept this unjust interpretation.

¹ For the final text of the revised Rules of Procedure, see Annex 5 to the Report to the Council on the Work of the Twenty-first Session of the Committee : document C.278.M.168.1936 XI, page 32.

² See also *Official Journal*, February 1936, pages 131 to 133.

³ The Committee decided that the Minutes of this discussion should not be published.

" The Committee would refer particularly to a statement to which wide Press publicity was given, that ' the present system of fighting the illicit traffic has broken down entirely '. The Advisory Committee, which is in entire disagreement with the idea expressed in the sentence to which publicity was given, felt it necessary, in view of the adverse effect which might result from the statement, to express its views on the matter in a public meeting.

" The Committee finds inadmissible the contention that drugs seized at ports and borders can, of themselves, properly be regarded as a reliable measure of the success of police efforts or of the effectiveness of the present system of control. It is also necessary to take into account other results accruing from police intervention and preventive action, which, as is well known to the Advisory Committee, are of the greatest value.

" The Advisory Committee feels that it is wrong to base upon statistics of seizures only a conclusion that the present methods of combating the illicit traffic have not proved sufficiently effective, and it recalls that one of the principal duties entrusted to it is precisely that of watching the illicit traffic.

" Effective police action aims, not merely at seizing drugs which have passed into the illicit traffic, but at preventing the illicit operations whereby the drugs become available for distribution. Evidence, necessarily of a confidential nature, to some of which reference is made in the report of the Sub-Committee on Seizures, and evidence within the knowledge of the Advisory Committee itself, clearly indicates that, on many recent occasions, the activities of international gangs of traffickers have, as a result of arrests or preventive police action, had to be abandoned.

" Such evidence, taken with further indications before the Committee of an enormous increase in certain countries of the prices of illicit drugs and of the consequent adulteration of these drugs, affords, in the opinion of the Committee, a more reliable index of total progress achieved than calculations based on seizures at ports and borders only. The Committee, in confirmation of such progress, would refer to another part of this report, in which the results of the system of limitation and control established under the Opium Conventions and effectively enforced by Governments are reflected in the constant and progressive decrease since 1929 in the legitimate manufacture, export and consumption of narcotic drugs throughout the world. Now that the legitimate manufacture, export and consumption of narcotic drugs are subject to a control which tends to become increasingly strict, it will be possible further to define and intensify the campaign against the illicit traffic and to achieve results in respect of which the Committee has already received encouraging evidence.

" The Advisory Committee, in the light of its experience and being in full possession of the facts, expresses the opinion that the present methods of fighting the illicit traffic have produced very appreciable results due, not only to international efforts, but also to the vigilance of the Governments and the police authorities, which have, during late years, worked in close co-operation with each other.

" The Committee does not claim, however, that the present system of control is so perfect that it cannot be improved nor that constructive criticism is not helpful, and it recognises the necessity for further measures of international co-operation, more particularly in relation to clandestine manufacture."

(The Committee went into public session.)

1141. Interpretation of Article 10 of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of 1931: Communication from the Finnish Government (Document O.C.1648).

M. RENBORG (Secretariat) said that the Finnish Government had raised, under Article 10 of the 1931 Convention, the question whether it was permissible to return to the exporting country any quantity imported which did not conform to the requirements of the Pharmacopœia of the country concerned, or which in some other respect did not fulfil the conditions of the original order. The Secretariat had enquired into the position, and the results of its enquiry were given in document O.C.1648. It was now for the Committee to decide whether it was ready to endorse the interpretation of the Finnish Government.

Colonel SHARMAN (Canada) said that cases of this kind occurred from time to time in Canada in connection with morphine and codeine. If the drug were found discoloured or in some other respect not satisfactory to the purchaser, the transaction was regarded as not having been completed, and the quantity in question was returned to the country of origin, accompanied by an import certificate.

Major COLES (United Kingdom) said that many cases of this kind arose in the United Kingdom. The authorities had always regarded such returns as permissible. Although having previously issued an export licence in respect of the quantity concerned, they issued an import permit for its return, thus ensuring supervision over the whole transaction.

Mr. HARDY (India) thought there was some inconsistency between Article 7 and Article 10 of the Convention, for, although returns were provided for under the former article, there was no such provision under the latter. It seemed to him that there was no reason why such returns should not be allowed as a matter of international equity, if not of law.

M. RENBORG (Secretariat) explained that Finland had already returned quantities of heroin in this manner. The Finnish Government was only anxious to make quite certain that it had not been infringing the terms of the Convention.

M. DELGORGE (Netherlands) quite agreed that such returns could not be regarded as exports. He pointed out that heroin could only be sent to the administrative authorities, and not to the manufacturers themselves.

Colonel SHARMAN (Canada) said that, although the import certificate was addressed to the Government concerned, the purchasing firm in due course notified the Government that the consignment was not satisfactory and the Government then arranged for its return.

Mr. HARDY (India) did not think the Committee was entitled to give an interpretation of the Convention. It could only state its own opinion on the matter.

Major COLES (United Kingdom) thought there was no doubt that this view was correct. If any interpretation were given, it should be given by the courts of the countries concerned. He understood that the Finnish Government merely wished to ascertain what the actual practice in this matter had been.

Mr. LYALL (Assessor) associated himself with Major Coles' observations. The Central Board had had to consider cases of this kind and had always regarded such returns as legitimate. The Board would be glad, however, to have this view endorsed by the Advisory Committee.

Colonel SHARMAN (Canada) thought it might, in certain cases, be the duty of the Government concerned to make such a return; for instance, if the drugs were described under an incorrect label, or were not in conformity with the narcotic laws of the country.

M. RENBORG (Secretariat) agreed that it was clear that the Committee was not entitled to take a decision on the legal point. There were two courses open to it: either to include in its report to the Council a paragraph stating its opinion on the matter, or to adopt a resolution that the matter should be referred to Governments. He thought the former course would be sufficient.

Major COLES (United Kingdom) supported this view. Any other interpretation than that expressed would be an unwarrantable interference with commercial practice. He proposed, therefore, that the Committee should merely include a paragraph on the matter in its report to the Council.

Major Coles' proposal was adopted.

II42. Ratification by the Government of Luxemburg of the Convention of 1931 for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, and Protocol.

M. RENBORG (Secretariat) said the Secretariat had been notified that, on May 30th, 1936, the Government of Luxemburg had ratified the 1931 Convention and Protocol.

The CHAIRMAN wished the thanks of the Committee to the Government of Luxemburg to be placed on record.

II43. Question of the Abolition or Restriction of the Use of Diacetylmorphine (Document O.C.1589(1) and Addendum).

M. RENBORG (Secretariat) said that this document had been before the Committee at its last session.¹ Since that date, the Secretariat had received a reply from Hungary, which was given in the Addendum.

II44. Establishment by the Governments of a Single Authority responsible for the Supervision of Narcotic Drugs (Document O.C.1636).

The Committee decided that this document should be transmitted to all Governments Members of the League of Nations for information.

II45. State Monopolies in Trade in, and Manufacture of, Narcotic Drugs covered by the Limitation Convention of 1931 (Document O.C.1643).

M. RENBORG (Secretariat) recalled that this document had been prepared at the request of the French Government.

¹ See Minutes of the twentieth session of the Committee: document C.277.M.144.1935.XI, page 92.

M. BOURGOIS (France) thanked the Secretariat for the time devoted to this lucid study, which would be of great use to his Government.

1146. Regulations applicable to, and Control over, Pharmacies (Documents O.C.1632 and O.C.1632(a)).

M. RENBORG (Secretariat) recalled that, at its fifteenth session,¹ the Committee had decided to request Governments to include information on this matter in their reports for 1932. This document summarised very briefly the information which had been received. If the Committee so wished, the Secretariat would, at the next session, submit a schedule of what might be termed standard minimum rules for control over pharmacies. It seemed desirable that a practical conclusion should be drawn from the information collected.

The CHAIRMAN thought this was a question which merited the attention of the Committee. The Committee might instruct the Secretariat to undertake the work to which M. Renborg had referred.

The Chairman's proposal was adopted.

Dr. HOO CHI-Tsai (China) said he had received a letter from his Government stating that, in conformity with Article 16 of the Hague Convention, it was consulting with the Treaty Powers for the adoption of new laws for the control of pharmacies. He hoped to be able to communicate the text of those laws before the next session.

1147. Reports on the Characteristics and Uses of the Plant Kat (*Catha edulis*), communicated by the United Kingdom Representative (Document O.C.1617).

M. RENBORG (Secretariat) recalled that the Secretariat had asked the representative of the United Kingdom for supplementary information regarding this plant. It was grateful to him for the considerable trouble which he had taken in collecting that information.

The CHAIRMAN thanked the representative of the United Kingdom for the study he had submitted to the Committee.

1148. Preliminary Study on Peyotyl (Document O.C./Confidential/13).

M. RENBORG (Secretariat) said that the Committee would note the particulars concerning the publicity given to this drug in Switzerland. As stated in the note, Dr. Carrière had intimated that the competent authorities were to be requested to inform pharmacies that, until further notice, they should cease to supply this drug except on a medical prescription.

The Secretariat did not know whether the drug had been placed on sale in other countries. It appeared that it had first been manufactured in France.

The CHAIRMAN thought it might be of interest to the Committee to know that, in Poland, the sale of the cactus plant in question was very strictly controlled. Gardeners were not allowed to have more than two specimens in stock, and each time a specimen was sold, a licence was needed to replace it.

Major COLES (United Kingdom) believed that a study had been published in the United Kingdom relating to the use of mescaline in mental hospitals. He would be glad to obtain particulars of this study and communicate them to the Committee.

M. BOURGOIS (France) said that peyotyl had been the subject of several doctorate theses in France.

M. TELLO (Mexico) noted that there was not much information available regarding peyotyl. He thought the subject could not usefully be dealt with by the Committee until the medical profession had given an opinion on it.

1149. Preparation of a Draft Scheme of Study of National Laws and Regulations dealing with Questions covered by the International Drug Conventions (Document O.C.1631).

M. RENBORG (Secretariat) said that this study had been on the list of work of the Secretariat for a considerable time. At the nineteenth session,² the question had been taken up again and the Secretariat had been instructed to prepare a draft scheme. He would point out that this draft, as presented in the document before the Committee, was only a rough outline, and that it might later be found necessary to extend it. The Secretariat suggested that the Committee might instruct it to apply the scheme to certain chosen countries. At the next session, the first results of this initial study would be available, and the Committee would then be able to take a decision on the whole subject.

¹ See document C.575.M.282.1932.XI, page 58.

² See document C.33.M.14.1935.XI, page 60.

Major COLES (United Kingdom) thought the Committee might accept this suggestion. It would be well for it to have, as it were, a sample of this study before deciding that the work should be continued on a large scale.

M. Renborg's proposal was adopted.

Colonel SHARMAN (Canada) thought it would be most useful if the Secretariat could ascertain to what extent the different countries found it necessary to legislate beyond the point of their existing international obligations. For instance, it would be of great interest to know in how many countries the sale of codeine was supervised.

1150. Question of the Revision of the Minutes at Plenary Meetings of the Committee.

The CHAIRMAN thought the Committee might consider the question whether it was necessary to follow the practice it had hitherto observed of revising the Minutes at a plenary meeting. Other Committees, such as the Health Committee and the Child Welfare Committee, did not find it necessary to follow this practice. He understood, moreover, that it would only be possible, before the session ended, to revise the Minutes of the first twelve meetings.

M. RENBORG (Secretariat) thought he should recall that, some years ago, the Committee had taken a formal decision on this matter. He believed that a special sub-committee had then been set up to consider the question of the Minutes. Strict instructions had been given to the Secretariat regarding the manner in which the Minutes were to be printed, and it had also been stressed that members were not entitled to make changes, even in the record of their own speeches, without the knowledge and express permission of the Committee as a whole.

Dr. HOO CHI-TSAI (China) thought there had been good reason for adopting that decision. It sometimes happened that a change by a member in his own speech necessitated a change also in a speech that had been made in reply. It might even happen that, although an entire speech was deleted, the reply to it was retained. There was also the question of divergencies between the English and French texts. He thought it preferable, therefore, that, if possible, the members of the Committee should undertake a joint revision.

M. DE VASCONCELLOS (Portugal) wished to stress the point that members were not entitled to alter what they had said, but only to correct statements wrongly attributed to them.

Colonel SHARMAN (Canada) agreed with Dr. Hoo Chi-Tsai that it was impossible to make corrections in individual speeches without changes also being made in the speeches of other members. He felt he must point out that, on his return, it would be his duty to furnish to his Government a report on the proceedings at the present session, and that he could only do this on the basis of the final text of the Minutes.

Dr. Hoo Chi-Tsai (China) agreed with M. de Vasconcellos' observation. It had been found in practice, however, that it was difficult to draw a distinction between an amendment of form and a change of substance. It might happen that a change which the member making it considered to be only one of form would, in the opinion of another member, represent a change of substance such as called for a similar change also in a subsequent speech of his.

The CHAIRMAN thought that, since a decision had already been taken on this matter, the practice hitherto followed should be continued.

The continuation of the discussion was adjourned to a later meeting.

TWENTY-FIRST MEETING (PUBLIC).

Held on Thursday, June 4th, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Belgium, Italy, Mexico, Spain, Sweden, Switzerland and Uruguay, and Mr. Lyall (Assessor).

1151. Application of Articles 8 and 10 of the 1925 Convention to Sterilised Solutions of Morphine and Atropine or of Eucodal and Atropine: Progress Report by the Secretary.

M. RENBORG (Secretariat), referring to the decision of the Health Committee on this subject as set out in Chapter VIII of the Progress Report,¹ pointed out that, though this decision

¹ See Annex 2, page 146.

cancelled the Health Committee's earlier ruling to exempt the solutions in question, the legal experts consulted saw no reason for objecting to such a change of view.

The Committee noted the Health Committee's decision.

It decided that the new ruling, which had already been approved by the Council, should be duly notified to Governments.

II52. Application of Article 10 of the 1925 Convention to Paracodine and Perparine: Progress Report by the Secretary.

M. RENBORG (Secretariat) directed the Committee's attention to the explanations of the nature of paracodine and the description of the complicated legal points involved given in Chapter VIII of the Progress Report.¹

Colonel SHARMAN (Canada) reminded the Committee that the possibilities of codeine addiction were at present under investigation in several countries. It seemed doubtful, however, from the second conclusion of the Office international d'Hygiène publique whether, in the event of fresh measures of control being taken in respect of codeine, paracodine would also be subjected to similar supervision.

M. DELGORGE (Netherlands) was not clear as to the exact significance of the Health Committee's decision regarding paracodine. He pointed out that ecgonine, though also not a narcotic drug in itself, came, nevertheless, under the provisions of Article 4 of the 1925 Convention.

Mr. HARDY (India) drew attention to the possible danger of drawing inferences merely from the fact that a substance could be converted into a habit-forming drug. Logically, this would involve bringing acid acetic anhydride also under the operation of the Limitation Convention. He suggested that the question of paracodine should be reconsidered when a final decision had been taken about codeine.

Mr. ANSLINGER (United States of America) pointed out that it was a simple matter to recover 50% of the original morphine by converting the paracodine, a result which was, of course, impossible in the case of acid acetic anhydride. He asked the Secretariat whether imports or exports of paracodine were subject to the provisions of the Geneva Conventions.

M. RENBORG (Secretariat) replied that no provision for controlling paracodine was made in the 1931 Convention, as it was only a derivative and not a salt of one of the substances in Group II. Perhaps the Committee would suggest that the Health Committee include paracodine in its investigations into the problem of codeine addiction.

The CHAIRMAN had no knowledge of any literature dealing with paracodine addiction and thought it would be a difficult matter for the Health Committee to investigate.

M. DE MYTTENAERE (Assessor) did not think that a solution of the complicated questions involved would be facilitated by referring the matter back to the Health Committee. There were only two possibilities—either paracodine could be used for the manufacture of narcotics and should therefore be controlled in the same way as codeine, or the substance was not susceptible to such conversion and could therefore not be brought under the Geneva Conventions.

Colonel SHARMAN (Canada) was not in favour of asking the Health Committee to expand the scope of its investigations into codeine. These had already been sufficiently protracted, and Canada, at any rate, was impatiently awaiting the results of the investigations.

M. DELGORGE (Netherlands) would like to see the matter referred back to the Health Committee with a view to paracodine being brought under the provisions of the 1925 Convention, as had been done in the case of several other substances, which, in his opinion, could be compared with paracodine.

M. RENBORG (Secretariat) pointed out that the Health Committee's resolution was a mere recommendation. That Committee had had long experience in the operation of Article 10 of the 1925 Convention and had obviously concluded that the possibility of a harmless substance being converted into a narcotic drug was not a sufficient ground for applying that article. It was for the Advisory Committee itself to settle the legal points involved and decide what action the Opium Section should take in the matter.

Mr. HARDY (India) inferred from the statement made by the Secretariat that, as the members of the Advisory Committee were not legal experts, the matter should be referred to the Legal Section of the Secretariat for a ruling.

Mr. ANSLINGER (United States of America) reminded the Committee that, if the definition of narcotic drugs recommended by certain members of the 1931 Conference had been adopted, such difficulties as the present would not have arisen.

¹ See Annex 2, page 146.

M. DE MYTTENAERE (Assessor) seconded the proposal that the matter be referred to the Legal Section.

M. DELGORGE (Netherlands) recommended that, as Governments would be free to accept or reject the final decision adopted, the Legal Section should be asked to consider the problem in the most favourable light possible with a view to bringing paracodine under the provisions of the 1925 Convention.

The CHAIRMAN proposed that the Health Committee's decision on paracodine should, for the time being, be reserved, the Secretariat being instructed to consult the Legal and Health Sections and prepare a report for the spring session in 1937.

The Chairman's proposals were adopted.

The Committee noted the Health Committee's decision regarding parparine.

1153. Application of Article 10 of the 1925 Convention to Preparations based on Extract or Tincture of Indian Hemp: Progress Report by the Secretary.

M. RENBORG (Secretariat) drew the Committee's attention to the legal issue raised by the Health Committee's decision on this subject (Chapter VIII of the report).¹ Reference to the records of the 1925 Opium Conference, more particularly to the observations made in a discussion between the representatives of France and the United Kingdom, showed that there had been no intention to apply Article 4 of the 1925 Convention to Indian-hemp preparations. The question was whether, in deciding as to the application of Article 10, the Health Committee should have taken account of those observations. The Health Committee clearly felt that it had complete liberty of judgment in the matter.

Colonel SHARMAN (Canada) drew attention to the third sentence in the second paragraph of this section of the Progress Report and the absence in the Health Committee's decision of any specific reference to the percentage strength of the preparations concerned.

M. DE MYTTENAERE (Assessor) confirmed that it was certainly the intention of the 1925 Conference to exempt hemp preparations and was unable to understand why they had been specifically included in Article 4.

M. RENBORG (Secretariat) explained that the discussion at the 1925 Conference, extracts from which he had quoted, referred to Article 4. Under Article 10, however, the Health Committee could recommend the application of the provisions of the Convention to other narcotic drugs not subject to the Convention but "liable to similar abuse and productive of similar ill-effects".

M. DELGORGE (Netherlands) recommended that, as the matter was not one for the Advisory Committee to decide, the Health Committee's decision should be noted and the Council acquainted with the views expressed in the present discussion.

Mr. HARDY (India) did not think that any action could be taken by the Advisory Committee until the elaborate study of cannabis, which had been recently instituted, was completed.

M. RENBORG (Secretariat) observed that, even when such preparations had been brought under the scope of Article 10, it was always open to the Health Committee to exempt any of them under Article 8. This was also clear from the text of the finding of the Permanent Committee of the Office international d'Hygiène publique.

The Committee noted the decision of the Health Committee.

1154. Notification concerning the Manufacture in France of a New Drug (Delcaine, Hydrochloride of Dextro-pseudo-cocaine): Progress Report by the Secretary.

M. BOURGOIS (France) wished to add to the information contained in Chapter VIII of the report, that delcaine was manufactured by a reliable firm which had never been implicated in any illicit transactions, which kept a strict control over the amounts sold and the persons purchasing its product, and which, moreover, supplied regular monthly statistics. If delcaine were a habit-forming drug, this circumstance would have been reflected in an increase in sales, which had, in fact, not occurred.

1155. Enquiry into Drug Addiction (continuation): Examination of the Report and Revised Questionnaire presented by the Sub-Committee (Document O.C.1657).

Major COLES (United Kingdom), Rapporteur, commenting on the report submitted, said that the views of members of the Sub-Committee had differed greatly as to the proper method

¹ See Annex 2, page 146.

of obtaining information regarding the use of prepared opium. His own view was that such information was already being adequately supplied in the special annual reports on prepared opium and, if further particulars were required, the necessary queries should be inserted on the present form of report. Other members, however, had insisted that the relevant queries should be included in the special questionnaire and, accordingly, point (4) had been added in Section I.

M. DELGORGE (Netherlands) thought it inadvisable to ask Governments a second time for information which they had already communicated in their annual reports on prepared opium. He therefore proposed to add in footnote (1) of the questionnaire a sentence reading: "Governments which send in reports on prepared opium need not answer this questionnaire, but should take it into account when sending in their annual reports".

Mr. HARDY (India) agreed with the suggestion of the Netherlands representative and suggested also that it should be made clearer in Section I whether the "addicts" in points (1), (2) and (3) included or excluded the "illicit smokers" in point (4).

Major COLES (United Kingdom), Rapporteur, confirmed that the reply to point (1) of Section I should include both addicts and illicit smokers. He confirmed that the Sub-Committee had not been unanimously in favour of inserting point (4). He suggested that, if the present form of report for prepared opium did not specifically include this question, it should be added in that form and deleted from the present questionnaire.

Mr. FULLER (United States of America) assumed that the purpose of the questionnaire was to facilitate the compilation of a survey of drug addiction throughout the whole world. He saw no point in discriminating between particular forms of addiction, as this might lead to confusion. Similarly, there was no reason why the same kind of questionnaire should not be sent to, and answered by, all countries.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) understood that the Committee wished a survey to be made of the drug-addiction problem. This survey would be prepared, he explained, by the Secretariat on the basis of all available information, whether from the annual reports on prepared opium or from the replies received to the present questionnaire. The Committee could, therefore, rest assured that a comprehensive survey would eventually be supplied.

Colonel SHARMAN (Canada) agreed with the United States representative that the survey should be general in scope and be compiled on the basis of comparable statistics. He questioned whether, as the Netherlands representative suggested, the data already supplied by some Governments in their reports on prepared opium were really adequate. Those reports, for instance, gave the number of registered opium-smokers, but, as the Committee was well aware, there were also illegal addicts to opium-smoking. It was essential, therefore, that the replies should be comprehensive.

(Mr. HARDY (India), *Vice-Chairman*, took the Chair.)

After further discussion, the Committee decided to omit point 4 of Section I and to leave it to the Secretariat to obtain all the necessary data regarding the extent of addiction, either from the annual reports on prepared opium or from the replies received to the questionnaire.

M. BOURGOIS (France), referring to Section III of the questionnaire (Addiction and the Professions), said attention had been drawn in the Sub-Committee to the advisability of securing information as to drug addiction among nurses also. This problem was doubly serious because, as a result of such addiction, patients were deprived of the necessary injections, and the drugs were appropriated by the nurses for their own use or diverted into illicit channels. Hospitals being public institutions, the necessary statistics should be easily obtainable. He therefore suggested the addition of a sub-section, "(e) Nurses".

Colonel SHARMAN (Canada) had already pointed out in the Sub-Committee that, in the case of the four professions indicated in point 1 of Section III of the questionnaire, drug consumption could be officially confirmed by the signatures of the persons concerned, whereas in the case of nurses the confirmation could only be indirect.

BAKER Bey (Egypt) pointed out that, if point 1 were to be extended to include nurses, it would be difficult to exclude horse-trainers, stable-boys and other personnel connected with horse-racing.

Major COLES (United Kingdom), Rapporteur, assured the French representative that the idea of including nurses had been fully explored by the Sub-Committee, which, with the approval of the Polish representative, had finally decided to confine the enquiry in question to the four professions only.

M. BOURGOIS (France) withdrew his proposal.

The Committee approved the report of the Sub-Committee and adopted the questionnaire on drug addiction.¹

¹ For the final text of the questionnaire, see Annex 3 to the Report of the Committee to the Council on the Work of its Twenty-first Session (document C.278.M.168.1936.XI), page 31.

1156. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-first Session (Document O.C.1656).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that the Committee should authorise the Secretariat to make small textual amendments in the report without referring them specially to the Committee.

M. Ekstrand's suggestion was approved.

INTRODUCTION.

In view of the reference made to the subject in the Committee's Minutes, *the Committee decided to delete paragraph 3 regarding the withdrawal of Bolivia's participation in the work of the Committee.*

I. ILLICIT TRAFFIC.

(a) *Clandestine Manufacture.*

Colonel SHARMAN (Canada) suggested the inadvisability of the repeated references in this section to "factories", since most of the establishments thus referred to were little more than makeshift workshops.

The Committee decided to insert in the last sentence of the first paragraph of this section the words "large or small" after "clandestine factories", and in the third sentence of paragraph 3, after the words "54 factories", the words "most of which were of very little importance".

M. BOURGOIS (France) proposed to replace the last phrase of the second sentence of paragraph 2 reading as follows :

"... the escape of narcotic drugs into the illicit traffic from authorised factories in Europe and America is no longer appreciable",

by the following text :

"... the amount of narcotic drugs manufactured in licensed factories and found in the illicit traffic is insignificant".

M. Bourgois' proposal was adopted.

M. SEYMEN (Turkey) noted from the third paragraph of this section that Turkey was shown as having discovered and closed down thirteen factories in the last seven years, but he had not quite gathered the meaning of the reference in the next sentence which read :

"This enumeration takes no account of the licensed factories in Turkey and Bulgaria which, during the period under review, were, to a large extent, manufacturing for the illicit traffic."

He saw no connection between the statistics of clandestine factories given in the report and the purely arbitrary criticism directed against Turkey. Surely the fact that thirteen factories had been discovered and closed down showed sufficiently clearly the magnitude of the work done by Turkey in combating the illicit traffic. The above sentence seemed to imply that, while closing down the clandestine factories on its own territory, Turkey was supplying the illicit drug traffic from its licensed factories. That, he protested, was quite untrue. Leakages might, of course, have occurred during the period in question, but why should the evil effects caused thereby be attributed solely to Turkey and Bulgaria? He felt that this passage in the report was neither justified nor correct and might mislead the Council of the League of Nations by giving it a wrong impression of Turkey's activities in combating the illicit traffic. He therefore asked for the whole sentence to be deleted as superfluous and as an unmerited reflection on his country.

M. DELGORGE (Netherlands), Rapporteur, had never had the least idea of singling out the Turkish Government. The sentence in question should have read :

"This enumeration takes no account of the licensed factories closed by the Governments of Turkey and Bulgaria on the ground that, during the period under review, they manufactured partly for the illicit traffic."

Colonel SHARMAN (Canada) confirmed that the Sub-Committee on Seizures had never had any information before it regarding drugs being supplied to the illicit traffic by licensed factories in Turkey.

The Committee decided to suppress the sentence.

TWENTY-SECOND MEETING (PUBLIC).

Held on Thursday, June 4th, 1936, at 3.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : All the members of the Committee and the assessors, except the representatives of Austria, Belgium, Italy, Mexico, Spain, Sweden, Switzerland and Uruguay, and Mr. Lyall (Assessor).

1157. **Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-first Session (continuation) (Document O.C.1656).**

I. **ILLICIT TRAFFIC (continuation).**

(a) *Clandestine Manufacture (continuation).*

Mr. HARDY (India) thought it was clear from certain statements which had been made that there was a good deal of clandestine manufacture in those parts of Chinese territory which were not under the control of the Chinese Government. He suggested, therefore, that the last sentence of paragraph 3 reading :

" The Advisory Committee earnestly hopes that the Chinese Government will shortly supply as full information as possible in regard to the clandestine manufacture on territory under Chinese control ",

should be amended as follows :

" The Advisory Committee earnestly hopes that the Chinese Government and the other Governments concerned will supply such information as they can collect in regard to clandestine manufacture on Chinese territory under their control."

Mr. Hardy's proposal was adopted.

M. INAGAKI (Japan) recalled that, during the discussion on acid acetic anhydride,¹ the representative of China had said that, according to information which he had received, there were four clandestine morphine factories in the Japanese Concession of Hankow. This statement had been reported by the Geneva Press and had been given publicity at Hankow, where it had caused a considerable sensation. The Japanese delegation had now received a telegram from the Japanese Consul at Hankow stating that, in 1935, three clandestine factories had been discovered and there had been twelve cases of illicit traffic ; while, in 1936, fourteen cases of illicit traffic had been detected to date. The Japanese Consul at Hankow did not think there were now any clandestine factories in the Concession. He would, however, transmit to the authorities the information before the Committee and request that an enquiry be instituted.

Dr. HOO CHI-Tsai (China) thanked the representative of Japan for this information. The report he had himself received on the matter had been dated February 1936. It was possible, of course, that, in the interval, a change had occurred ; nevertheless, he would be very grateful if investigations could be made in connection with the particulars which he had given the Committee.

(d) *Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic and Supervision in the Larger Seaports.*

Mr. HARDY (India), in connection with the sentence at the beginning of paragraph 5, " Particular attention was paid by the Committee to the question whether fines imposed on the master of a vessel were a just and effective measure of repression ", said that the special point which he had had in mind, and to which Mr. Lyall had also referred, was that, in the case of ships with Oriental crews, the officers taking preventive action would run personal danger. He proposed, therefore, that this sentence be completed as follows :

" The representative of India emphasised that, although certain types of Oriental crew would regard action by Customs or police officials without resentment, their own officers could often only take preventive action at serious risk to their lives."

With reference to the following sentence, he understood that it had been only in ports in the United States that there had been opposition on the part of the seamen's unions to inspection of seamen's luggage on embarkation.

¹ See page 88.

Mr. FULLER (United States of America) said that great difficulties of this kind had been met in the case of a large number of countries.

Colonel SHARMAN (Canada) asked that, throughout this section, the words " members of the crew " should be substituted for the word " seamen ". Attempts at smuggling were made chiefly by stewards and cabin-boys.

The amendments proposed by Mr. Hardy and Colonel Sharman were approved.

(g) *Adulteration of Narcotic Drugs.*¹

Colonel SHARMAN (Canada) drew attention to the following sentence at the beginning of paragraph 2 :

" The Committee noted that, in the majority of countries, no provision yet appeared to have been made for these cases in the narcotic drug laws, more particularly for cases where the adulteration was complete . . . "

This sentence seemed to imply that it was only necessary in these countries for traffickers partly to adulterate the drugs they sold in order to secure themselves from prosecution.

Mr. FULLER (United States of America) proposed that the sentence be amended to read as follows :

" The Committee noted that, in the majority of countries, no provision yet appeared to have been made in the narcotic laws for cases in which adulteration was complete and where a non-narcotic product was offered for sale as a narcotic drug, though in such cases the trafficker might possibly be prosecuted for practising a fraud."

The text proposed by Mr. Fuller was adopted.

(h) *Imports and Exports of Acid Acetic Anhydride.*²

Mr. HARDY (India) said that his colleagues would remember that he had asked the representative of China whether his Government would be able to take any steps as a result of the very detailed information which had been given concerning the imports to China of acid acetic anhydride. The representative of China had explained that his Government was not able to take any action in the matter, since all the importers were either Japanese or in territory under Japanese control. Mr. Hardy had then made an appeal to the representative of Japan. He thought this appeal should be placed on record in order that, at its next session, the Committee might be able to ascertain what progress had been made in this matter. He proposed, therefore, that the following paragraph be added to this section of the report :

" The representative of China explained that his Government had been unable to make any practical use of the detailed information regarding the imports into China which it had succeeded in gathering, because most of the importers were either Japanese or were located in territory under Japanese control. An appeal was made to the representative of Japan that he would endeavour to persuade his Government to ascertain the final destination of this chemical and the use to which it was ultimately put."

The additional text proposed by Mr. Hardy was adopted.

II. SITUATION IN THE FAR EAST.

Dr. Hoo Chi-Tsai (China) proposed to modify the last sentence of the first paragraph, reading as follows :

" The Committee was so deeply impressed by the gravity of the position that it decided to address to the Governments of China and Japan an urgent appeal to do everything in their power to remedy this state of affairs ",

to read as follows :

" The Committee was so deeply impressed by the gravity of the position that it adopted the resolution of which the text is given hereafter."

(a) *Collaboration between China and the Treaty Powers with a View to the Application of Chapter IV of the Hague Convention.*

The Committee decided, on the proposal of Mr. FULLER (United States of America) and Dr. Hoo Chi-Tsai (China), to omit the following phrase in the second paragraph of this section :

" . . . with a view to securing more definite information as to the production of raw opium in China and in regard to the illicit traffic in China and the International Settlements."

¹ Section (h) in the final text of the report.

² Section (i) in the final text of the report.

M. PILOSSIAN (Iran) wished to modify the last paragraph of this section, reading as follows:

"The Advisory Committee noted a statement by the representative of Iran to the effect that his Government was in future prepared to supply annually and in as much detail the information in regard to the movement of raw opium from the port of Bushire hitherto supplied by the Government of the United Kingdom."

He proposed the following text :

"The Advisory Committee noted a declaration in which the representative of Iran stated that his Government, which had never refused to co-operate as fully as possible in the campaign against narcotic drugs, would furnish the information considered useful to the Committee as to the movements of raw opium from the port of Bushire which had hitherto been obtained from other sources."

M. DELGORGE (Netherlands), Rapporteur, doubted whether the new text conveyed clearly the promise which the representative of Iran had made regarding the information which his Government would in future supply.

M. PILOSSIAN (Iran) pressed for acceptance of the text he had submitted. The promise he had made had been an informal one.

Colonel SHARMAN (Canada) thought the Rapporteur should be entitled to state how he himself had understood the undertaking which had been given.

Mr. HARDY (India) thought the proposed substitute text should be accepted. The representative of Iran was best qualified to say what meaning he had intended to convey in his statement.

The CHAIRMAN agreed that the new text should be accepted.

The text proposed by M. Pilossian was adopted.

(b) *The General Situation in China.*

Dr. Hoo Chi-Tsai (China) pointed out that, in the fifth sentence of the third paragraph, the phrase "from two to six years" should read, "from two to five years".

He asked to be allowed to modify the last two sentences of the same paragraph, which read as follows :

"The revenue derived from these transactions, amounting annually to some 20,000,000 yuans, was devoted to the expenses of the campaign. The sales of raw opium had amounted in 1934 to 1,960 tons, and the total number of registered smokers so far communicated to the central authorities had amounted to 1½ million."

He proposed the following text :

"The revenue derived from these transactions, amounting annually to some 20,000,000 Chinese dollars, was devoted to expenditure for the suppression of opium, including the cost of commissions for the suppression of opium, subsidies to hospitals, cost of the Opium Suppression Supervisory Bureau and to expenditure required to assist regions where the cultivation of the poppy was suppressed. The sales of raw opium at Shanghai, Hankow and in nine provinces had amounted, in 1934, to 1,960 tons, and the total number of registered smokers so far communicated to the central authorities had amounted to 1½ million."

He asked that after paragraph 4 the following paragraph should be added :

"He was confident that the Committee would associate itself with his hope that the co-operation of the Japanese authorities in question would, in future, be accorded to China unreservedly and in all parts of Chinese territory."

The texts proposed by Dr. Hoo Chi-Tsai were adopted.

Mr. FULLER (United States of America) proposed that the whole of paragraph 5 (paragraph 6 of the final text) after the words "both north and south of the Great Wall", reading as follows :

"The total production of opium at a minimum estimate had been calculated to be 12,261 metric tons, or over 90% of the total world production, and in this connection the American representative furnished information to the effect that, in certain provinces, for example in Yunnan, cultivation was not only being maintained but even encouraged by the rural authorities. In Manchuria and Jehol, moreover, it was said to be increasing by 6% annually and little or no effective measures were being taken to limit or suppress it. It was reported that, while in twelve provinces there was no production, in 1935 production had increased in all the other provinces except one",

should be amended to read :

"It was reported that, while in twelve provinces of China there was no production in 1935, production had increased in some other provinces. The total production of

opium, at a minimum estimate, had been calculated to be 12,261 metric tons, or over 90% of the total world production; and, in this connection, the United States representative furnished information to the effect that, in Yunnan, cultivation, though it had ceased in districts where it was prohibited, was not only being maintained, but even encouraged by the provincial authorities in districts where it was authorised. In Manchuria and Jehol, moreover, production was said to be increasing by 6% annually, and little or no effective measures were being taken to limit or suppress it."

Mr. Fuller further proposed that paragraph 8 (paragraph 9 of the final text), reading as follows:

"He suggested that a concentrated effort should be made to check the smuggling of drugs from Japan and Formosa, the import of Iranian opium into China, and the excessive production of opium within the country itself",

should be amended to read:

"He suggested that concentrated efforts should be made to check the smuggling of cocaine from Japan and Formosa, the import of Iranian opium into China, from whatever port it came, and the excessive production of opium within the country itself."

The texts proposed by Mr. Fuller were adopted.

M. Hotta (Japan) asked that for the last sentence in paragraph 10 (paragraph 11 of the final text), reading as follows:

"There was also evidence that co-operation had recently been established in Dairen between the consular and Manchurian authorities and the Japanese police in that territory",

there should be substituted the following text:

"According to information received, close collaboration had been established between the gendarmerie of Chin-chow, the consular police, the police of 'Manchukuo' and the police of the Mukden-Shanhaikwan Railway in order to prevent the entry of undesirable persons into the zone in question. Systematic investigations had also been begun concerning suspected persons in these places."

The text proposed by M. Hotta was adopted.

Dr. Hoo Chi-Tsai (China) proposed that paragraph 11 (paragraph 13 of the final text), reading as follows:

"The representative of China, in reference to the facts laid before the Committee by the representative of the United States of America, assured the Committee that the measures taken in application of the plan for the gradual reduction and final suppression of poppy-growing in China were proceeding according to the programme laid down. He admitted that, in certain provinces, where strict supervision had not yet been introduced, the cultivation of the poppy was at present maintained and might even be increased. To the province of Yunnan, for example, no commissioner from the Central Government had yet been despatched. The prohibition would, however, in due course be extended to these provinces",

should be amended to read as follows:

"The representative of China said that the facts laid before the Committee by the representative of the United States of America proved that the measures taken in application of the plan for the progressive reduction and gradual suppression of poppy-growing in China were proceeding according to the programme laid down. He admitted that, in the districts where prohibition had not yet been introduced, the cultivation of the poppy was being maintained, but he added that every effort would be made to prevent its increase. To these districts of the province of Yunnan, for example, no commissioner from the Central Government had yet been despatched. The prohibition would, however, in due course be extended to them."

The text proposed by Dr. Hoo Chi-Tsai was adopted.

(d) *The Situation in Macao.*

Mr. Fuller (United States of America) asked that the latter part of the first paragraph:

"... and put a number of questions which suggested that the supervision exercised by the Portuguese authorities in Macao was not as strict as in the circumstances appeared to be necessary",

might be omitted, the closing words of the paragraph to read, "and put a number of other questions".

Mr. Fuller's proposal was adopted.

M. DE VASCONCELLOS (Portugal) proposed to replace paragraph 2, reading as follows :

“ The Committee learned with satisfaction that the Portuguese Home Government, which had for some time been dissatisfied with the working of the Macao Opium Monopoly, had made enquiries, as a result of which one of the senior officials in charge of the Monopoly had been dismissed by the Governor. The Committee noted that a new Governor would shortly be appointed and that the Portuguese Government had decided to reorganise the whole monopoly system in Macao ”,

by the following text :

“ The Committee learnt that the Portuguese Central Government, which had for some time been dissatisfied with the working of the Macao Opium Monopoly, had instituted an enquiry, which was still proceeding. Certain officials of the Monopoly had been dismissed by the Governor and expelled from the colony. The Committee noted that a new Governor would shortly be appointed and that the Portuguese Government had decided to reorganise the administration of the monopoly system in Macao.”

The text proposed by M. de Vasconcellos was adopted.

III. CONSIDERATION OF ANNUAL REPORTS FOR 1934.

Reports from the Countries of Latin America.

Mr. FULLER (United States of America) thought the wording of this paragraph :

“ The Committee noted with regret that, in spite of repeated appeals from itself, the Council and the Assembly, the majority of the Latin-American States did not furnish regularly their annual reports ”,

was not calculated to achieve the object the Committee had in view. He suggested that the representative of Portugal be asked to submit a text.

M. DE VASCONCELLOS (Portugal) thought the sub-heading might in any case be omitted. He proposed the following substitute text for the paragraph :

“ The Committee noted with regret that the majority of the Latin-American States did not furnish their annual reports regularly. It again addresses an urgent appeal to these States asking them to give their indispensable contribution to the common cause.”

M. de Vasconcellos' proposals were adopted.

The Situation in Iran.

M. PILOSSIAN (Iran) drew attention to the last paragraph of this section :

“ The representative of Iran said that, since 1934, there had been no further exports of the kind to which reference had been made and he further stated that it was the intention of his Government to ratify the Conventions.”

He asked that it should be amended to read as follows :

“ The representative of Iran stated that it was the intention of his Government to ratify the Conventions as soon as it was possible for it to do so.”

The text proposed by M. Pilossian was adopted.

Stocks of Raw Opium in the Netherlands Indies.

M. THEODOLI (Secretariat) said that Mr. Lyall, in order that it might be made clear that the Central Board had recognised the fact that the stocks referred to in this section were entirely under the control of the Netherlands Government, had suggested the addition in the second sentence of this paragraph of the following words : “ as stated in the Board's report to the Council ”, after the words, “ the property of the Government of the Netherlands Indies and . . . ”.

IV. OPIUM CONVENTIONS.

(b) *Results of the Application of the Opium Conventions as shown in the Synoptic Statistical Tables attached to the Summary of Annual Reports.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said the Secretariat had received certain additional figures from the Permanent Central Opium Board for inclusion in this section.

(c) *Method of compiling Consumption Statistics.*

M. THEODOLI (Secretariat), speaking on behalf of Mr. Lyall, recalled that a misunderstanding had arisen owing to the fact that the Netherlands system was not adequately described in the Model Code. Mr. Lyall wished to suggest that a statement should be included in the report in order to make perfectly clear what was meant by that system.

M. DELGORGE (Netherlands) thought there would be no objection to adding supplementary particulars to the Code itself.

M. THEODOLI (Secretariat) was sure that Mr. Lyall would regard that as the ideal solution.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) fully agreed that that would be the ideal solution. A special decision by the Committee would, however, be necessary for adopting an amendment to the Model Code and for approving the text of that amendment.

The CHAIRMAN thought this question should be placed on the agenda of the next session.

The Chairman's proposal was adopted.

(d) *Application of the Geneva Convention of 1925 : Desomorphine as a Habit-forming Drug.*

Mr. HARDY (India) thought that, since particulars regarding desomorphine were in any case to be communicated to the Health Committee, it was useless to include in the report a description of the properties of the drug.

Mr. Hardy's proposal was adopted.

V. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

Mr. FULLER (United States of America) thought that the statement of the French representative, mentioned in the last paragraph but one of this section, concerning the problem of the limitation and control of the cultivation of the opium poppy, should be included in the report. The statement was one of the most valuable contributions that had been made to the work of the Committee for some years.

M. BOURGOIS (France) explained that he had only wished to bring the subject forward for consideration, and had not meant his statement to be regarded as the result of mature reflection; he thought, therefore, it would be premature to include it in the report. He would, however, present copies of it for distribution among the members of the Committee as a confidential document.

VII. INDIAN HEMP (SECTION VIII OF THE FINAL REPORT).

BAKER Bey (Egypt) thought that reference should be made to the valuable statement by M. de Myttenaere concerning his recent work on cannabis. He proposed, therefore, that the following text be added:

(c) "The Advisory Committee, in adopting the Sub-Committee's report, expressed its high appreciation of M. de Myttenaere's valuable research work in the study of *Cannabis indica* during the past year, and noted with particular satisfaction that his experiments had, amongst other results, successfully confirmed the value of Beam's test, which was ~~not~~ ^{now} definitely acknowledged in scientific circles."

The text proposed by Baker Bey was adopted.

The continuation of the discussion was adjourned to a later meeting.

1158. Date of the Next Session of the Committee.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) recalled that the Secretariat had been asked to make enquiries with a view to fixing the date for the next session of the Committee. It had been ascertained that, in the United Kingdom, the coronation of King Edward was to take place on May 12th, 1937, and, further, that, shortly after that date, there was to be a session of the Council. The central authorities of the Secretariat had informed him that it would be possible for the session of the Seizures Sub-Committee to be held from May 17th to May 22nd, and for the session of the Advisory Committee to begin on Monday, May 24th.

The Committee decided to adopt the dates proposed.

1159. Question of the Revision and Adoption of the Minutes at Plenary Meetings of the Committee (continuation).

M. DE MYTTENAERE (Assessor) said it was clear that the Minutes of a great many of the later meetings would not be available before the end of the present session. He thought there was no reason for adopting two different methods, correcting part of the Minutes jointly and the remaining part only by written communication. There seemed to be no reason, moreover, why the Opium Advisory Committee alone should follow this practice, which was not followed by other Committees. He would strongly urge, therefore, that the Committee should not take up its time in such a joint revision, especially as the task could better be performed individually and subsequently to the session.

The CHAIRMAN said that a decision would be taken on this question at the following meeting.

TWENTY-THIRD MEETING (PUBLIC).

Held on Friday, June 5th, 1936, at 10.30 a.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Belgium, Italy, Mexico, Spain, Sweden, Switzerland and Uruguay, and Mr. Lyall (Assessor).

1160. A. Question of the Preparation of the Provisional Minutes of the Discussions of the Committee: Adoption of a Draft Resolution.

B. Question of the Revision and Adoption of the Minutes at Plenary Meetings of the Committee (continuation).

Major COLES (United Kingdom) wished to revert to the proposal made at the close of the previous meeting that the Committee should on this occasion dispense with the procedure of examining and approving the provisional Minutes. Most of his colleagues would recollect that the question of the Advisory Committee's Minutes had been very fully considered in 1934¹ by a special Sub-Committee and by the Advisory Committee in plenary session, as the result of which a certain procedure had been adopted. He would feel great reluctance—in fact, he would have strong objections—to going back on a decision which had only been adopted after very mature consideration. It was true that only some of the provisional Minutes were available, but those should certainly be considered and approved.

M. DE MYTTENAERE (Assessor) regretted that, much as he respected the views held by other members of the Committee, he must press the proposal which he had made at the previous meeting. He would point out that, in addition to M. Casares and Dr. Carrière, M. Carnoy, M. Mondanel and M. Razet had also left Geneva. If those members were prepared to dispense with formal approval of the Committee's Minutes, he suggested that the remaining members might also make a similar concession.

Colonel SHARMAN (Canada) agreed with the United Kingdom representative that the practice formally adopted of approving the Committee's Minutes in public session should not be departed from, even though certain members found it impossible to be present. He himself would have certain important corrections to make, as certain remarks had been attributed to him which, if not repudiated, would create an absolutely false impression.

Major COLES (United Kingdom) did not think that the absence of certain important members justified a departure from the ordinary procedure of approving the Committee's provisional Minutes ; on the contrary, a Committee reduced in size was, if anything, less entitled to go back on a decision of the full Committee.

Mr. HARDY (India), though his own speeches had not been very accurately reproduced, personally thought it a waste of time to correct the provisional Minutes in public session, but he would not press his objection. His chief complaint was that the Minutes were not produced and distributed earlier ; only the Minutes of some twelve meetings were available for correction.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) agreed that the delay in the appearance of the provisional Minutes constituted a serious difficulty, probably due to the measures of rationalisation which had had to be introduced. He would report the criticisms made by members of the Advisory Committee to the departments concerned, in the hope that improved arrangements could in future be made.

¹ See Minutes of the eighteenth Session of the Committee (document C.317.M.142.1934.XI), pages 8, 79 and 101.

M. DE VASCONCELLOS (Portugal) was certain that no blame was attributable to the Director or the Secretariat. The Committee could only conclude that the rationalisation referred to had given very irrational results. He contrasted the delay in production and the incompleteness of the Committee's Minutes with the prompt and full records supplied of meetings of the Council.

Mr. HARDY (India) asked whether it was impossible to have a verbatim record made of the Advisory Committee's proceedings, as the present Minutes were usually an inaccurate paraphrase of the members' remarks.

Colonel SHARMAN (Canada) quoted extracts from the Minutes of the first and third meetings of the Advisory Committee's first session in 1921, showing that it had then been decided to have separate French and English stenographic records of the Committee's proceedings and that the Minutes of the first meeting were adopted two days after it had been held.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), in reply to the representative of Portugal, pointed out that the Council had certain privileges not enjoyed by League Committees. A verbatim record was taken of all speeches and special arrangements made to ensure prompt circulation of the provisional Minutes. As a measure of economy, the Assembly had some years ago decided that verbatim records should no longer be made of the proceedings of certain Committees, including the Opium Committee. The members would, therefore, realise how difficult it was for the Minute-writers to make adequate reports of the discussions for prompt distribution. He assured the Committee that the observations made on the subject would be duly transmitted to the proper quarter and everything possible done to meet the complaints made.

M. DE VASCONCELLOS (Portugal) agreed with the account given by the Director of the facts of the situation, but thought it regrettable that such a situation should exist. In the circumstances, the Minute-writers were to be congratulated on producing records without the help of a verbatim report. He fully understood the need for economy, but felt that he would have the support of the Committee generally in proposing that verbatim records should be made of the Committee's proceedings, which would then be abridged for eventual distribution and printing. It was most essential that the Committee's Minutes, which were one of its most useful propaganda weapons, should be satisfactorily produced.

Major COLES (United Kingdom) explained that his criticisms were levelled solely against the system of producing Minutes and not against the Director or his staff, in whom his confidence was unimpaired.

Mr. HARDY (India) seconded the proposal made by the representative of Portugal and agreed that no reflection could be cast on the Minute-writers, as it was quite impossible to produce satisfactory Minutes of the Committee's proceedings without a verbatim record. It should be pointed out to the Secretary-General that, unless they were based on such a record, the Minutes would not be worth printing.

M. BOURGOIS (France) felt that he personally must congratulate the Minute-writers on their admirable work. He had frequently found that the record in the Minutes had brought out the sense of his remarks more clearly than he himself had done in his original speech.

M. DE VASCONCELLOS (Portugal) submitted the following draft resolution :

" The Advisory Committee,

" Noting that the provisional Minutes of its proceedings are considerably delayed during its sessions and are so abridged as not to convey adequately its discussions ;

" Noting that the Minutes are based on notes taken by the précis-writers ;

" Considers that the present system is not appropriate to the establishment of Minutes which truly reflect its proceedings ; and

" In view of the great importance of propaganda in the campaign against narcotic drugs and of the fact that such propaganda is based on the work of the Committee and its Minutes,

" Expresses the desire that, in the future, verbatim reports may be taken of its proceedings to serve as a basis for drafting the Minutes of the Committee."

He added, in explanation, that the verbatim report or shorthand notes taken of the Committee's discussions would be complete, but the Minutes printed would, for reasons of economy, be an abridged text. He proposed that the resolution should be inserted in the report and he personally was prepared to press the recommendation when laying the report before the Council.

The draft resolution was adopted.

The Committee decided not to modify its procedure for the adoption of the Minutes of its meetings.

1161. Alterations in the Constitution and Procedure of the Advisory Committee (Document O.C.1649(a)).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) presented draft rules of procedure of the Committee for submission to the Council under Article 18 of the General Regulations on Committees.¹

The draft rules of procedure were adopted.²

With regard to Article 4, it was explained, in reply to a question by the Netherlands representative, that the words "the Governments concerned" in paragraph 3 meant the Governments represented on the Committee.

1162. Appointment of the Agenda Sub-Committee for the Year 1937.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that, in virtue of Article 4 of the Rules of Procedure which had just been adopted, it would now be necessary to elect the Agenda Sub-Committee for 1937. In addition to the Chairman and Vice-Chairman, the Sub-Committee for 1936 had comprised the representatives of Siam, the United Kingdom and the United States of America.

The CHAIRMAN proposed the re-election of the retiring members.

The Chairman's proposal was adopted.

1163. Adoption of the Minutes of the First Eight Meetings of the Session.

The Committee approved the Minutes of the first eight meetings, subject to the inclusion therein of certain amendments submitted by the members of the Committee and accepted by the Committee.³

1164. Measures to prevent the Use of Ocean-going Steamers for the Illicit Traffic, and Supervision in the Larger Seaports (continuation).

Mr. HARDY (India), referring to a query addressed at the fourth meeting⁴ by the Director to the United States representative regarding insurance against risks of fines, had now ascertained from Lloyd's that no general form of policy was issued in London against this special risk. It was covered under a mutual insurance scheme by which shipowners spread a number of risks, including that referred to by the Director, among themselves. The text of the policy actually issued was very brief and referred mainly to the rules of the association. Those rules contained a list of the risks covered, which were chiefly of two kinds—protection and indemnity. Under the latter heading, there was a long list of the various liabilities against which insurers could be covered, including the risk of fines imposed by Government or Customs authorities for short- or over-delivered cargo, smuggling offences or breaches of immigration and other regulations. The insurance was a very general one and the only cover of its kind obtainable in London. Having only just received the particulars referred to, he was unable to say whether the cover also extended to fines imposed elsewhere than in the United Kingdom.

The CHAIRMAN thanked Mr. Hardy for his information.

TWENTY-FOURTH MEETING (PUBLIC).

Held on Friday, June 5th, 1936, at 4.30 p.m.

Chairman : Dr. CHODZKO (Poland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Belgium, Italy, Mexico, Spain, Sweden, Switzerland and Uruguay, and Mr. Lyall (Assessor).

¹ See Annex to document O.C.1649. See also *Official Journal*, February 1936, page 131.

² For the text of the rules of procedure, see Annex 5 to the Report of the Committee to the Council on the Work of its Twenty-first Session (document C.278.M.168.1936.XI), page 32.

³ Note by the Secretariat.—The corrections submitted at the present meeting have been duly inserted in the relevant Minutes.

⁴ See page 18.

1165. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-first Session (continuation).

The Committee continued its examination of its draft report to the Council (documents 1656 and 1656(a) and (b)).

IV. OPIUM CONVENTIONS (*continuation*).

(1) *Application of the Limitation Convention.*

(2) *Returned Deliveries of Diacetylmorphine.*

The Committee decided to add the following phrase at the end of the first paragraph of this section (second paragraph of the final report) :

" . . . under Article 10 of the Limitation Convention ".

The next paragraph, reading as follows :

" The Committee agrees that such returns should not be regarded as exports or re-exports and are therefore not contrary to the provisions of Article 10 of the Limitation Convention ",

was amended to read :

" The Committee agrees that such returns should not be regarded as exports or re-exports within the meaning of Article 10, and are therefore not contrary to the provisions of that article."

VI. ENQUIRY INTO DRUG ADDICTION.

Major COLES (United Kingdom), referring to the third paragraph of the draft (document O.C.1656(b)), thought it should be made clear that this enquiry was to be a special one, over a short period only. He suggested therefore that, after the words : " The Committee decided that a questionnaire on drug addiction should be sent to the Governments, requesting them, as from January 1937, to supply the Secretary-General of the League of Nations annually . . . " there should be added the words, " for a few years ".

Referring to the fourth paragraph :

" The Committee was of opinion that the enquiry should not be limited to manufactured drugs but should include addicts to opium in all its forms ",

Major Coles proposed that it be amended in order to bring it into conformity with the recommendation made by the Sub-Committee. He proposed the following text :

" The Committee was of opinion that, for the purposes of this enquiry, the investigation should be limited to cases of drug addiction due to opium, morphine, heroin, cocaine and cannabis."

He thought the fifth paragraph would be clearer if the phrase : ". . . should be asked to take it into account in preparing those reports" were amended to read : ". . . should be asked to apply similar information in such annual reports".

The amendments proposed by Major Coles were adopted.

X. PROGRAMME OF WORK.

M. RENBORG (Secretariat) recalled that, according to the General Regulations on Committees adopted by the Council,¹ information must be given in the report to the Council regarding the programme of work for the following twelve months, a special indication being given of any new studies it was proposed to undertake.

The Committee examined a draft text on this question to be inserted in the report to the Council.²

M. BOURGOIS (France) thought it should be made clear that the Committee attached great importance to the preparatory work for a Conference concerning the control and limitation of raw materials. He proposed, therefore, that the following passage be added to this section :

" Examination of the principles which might serve as a basis for the Convention on the Limitation of Raw Materials, and creation of a Preparatory Committee for the purpose of drawing up a preliminary draft Convention."

¹ See Annex to document O.C.1649. See also *Official Journal*, February 1936, page 131.

² For the final text of this document, see page 19 of the Report of the Committee to the Council on the Work of its Twenty-first Session (document C.278.M.168.1936.XI).

He believed that such a paragraph would attract the attention of Governments to the matter. As his colleagues were aware, similar Preparatory Committees had been appointed in connection with the drawing-up of previous Conventions, and one such Committee had prepared as many as three preliminary drafts. The Preparatory Committee would submit its preliminary draft to the Council direct; but, as the members of that Committee would also be members of the Advisory Committee, the two bodies would always be in touch with each other.

M. DE VASCONCELLOS (Portugal) supported this proposal, provided it were understood that the work of the Preparatory Committee would relate to the cultivation of the opium poppy alone, the question of the cultivation of the coca leaf being regarded as separate.

M. BOURGOIS (France) agreed to amend the phrase in question in his text to read: "Convention on the Limitation of the Cultivation of the Opium Poppy".

The CHAIRMAN thought that, as this was an administrative matter, it would be better to include this text in the relevant section of the report.

The Chairman's proposal was adopted.¹

Colonel SHARMAN (Canada), referring to the second paragraph of the text submitted by the Secretariat, thought it inexact to speak of a Conference on "raw materials", seeing that the conference was to relate to the opium poppy only.

M. RENBORG (Secretariat) pointed out that it was the Advisory Committee which had suggested that the two questions—cultivation of the opium poppy, and cultivation and harvesting of the coca leaf—should be dissociated. Under the terms of the Council and Assembly resolutions, the Advisory Committee was still instructed to undertake preparatory work in connection with both those raw materials.

The CHAIRMAN thought that, while a Conference on the cultivation of the opium poppy was to be held first, there was no reason why, in the meantime, preparatory work should not be undertaken with a view to a subsequent Conference on the Cultivation of the coca leaf.

M. DE VASCONCELLOS (Portugal) agreed with this view.

M. BOURGOIS (France) wished to point out that, for the next session, certain other countries should be invited to take part in the work of the Advisory Committee, and, in particular, those countries especially concerned with the question of poppy straw.

The CHAIRMAN said the Secretariat would take note of the proposal.

Colonel SHARMAN (Canada) proposed that the phrase "international Conventions", in the third paragraph, be amended to read, "international opium Conventions".

Colonel Sharman's proposal was adopted.

The Report of the Committee to the Council on the Work of its Twenty-first Session was adopted as a whole.

1166. List of Annexes to be attached to the Report to the Council.

M. RENBORG (Secretariat) understood the Committee would desire that the following documents should be annexed to the report to the Council:

- Report by the Sub-Committee on Seizures on the Work of its Eighth Session;
- Report by the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention on the Work of its Fifth Session;
- Questionnaire on Drug Addiction;
- Report of the Sub-Committee on Cannabis on the Work of its Second Session;
- Rules of Procedure for submission to the Council under Article 18 of the General Regulations on Committees.

The list of annexes was adopted.

M. RENBORG (Secretariat) recalled that, in previous years, the Committee had agreed to attach to the report to the Council the statement furnished by the United Kingdom representative regarding movements of raw opium from the port of Bushire. At the last session, after considerable discussion, it had been decided that this statement should be annexed instead to the Minutes.

Major COLES (United Kingdom) said that, in view of the decision which had already been taken in regard to this statement, and also in view of the fact that the statement before the Committee was practically a repetition of the preceding one, he would not ask to have it annexed even to the Minutes.

¹ See the last paragraph but one of Section V of the Report of the Committee to the Council on the Work of its Twenty-first Session (document C.278.M.168.1935.XI), page 17.

M. PILOSSIAN (Iran) trusted that this matter would not be raised again at any future session. He understood that he might regard the decision which had been taken on the question as a whole as a final decision.

The CHAIRMAN said that the decision would be regarded as final on condition that the Iranian Government always supplied the information desired.

M. PILOSSIAN (Iran) submitted that there could be no question of any condition. In so far as its obligation in the matter went, the Iranian Government would give all the particulars requested in the special forms provided. It would also, in its desire to help in the campaign against the illicit traffic, supply, so long as this was possible, any other information requested of it.

1167. Question of the Publication of the Minutes of Private Meetings.

M. BOURGOIS (France) asked for information on the practice followed in regard to the printing of Minutes of private meetings.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) explained that at each session the Committee took a decision as to which Minutes of private meetings, and how much of each of those Minutes, were to be printed. Decisions concerning the printing of Minutes not yet ready for submission to the Committee were usually left to the Secretariat in consultation with the Chairman.

M. BOURGOIS (France) wished to point out that members would have less liberty in private meetings than might be desirable if they knew that there was a possibility that their observations might subsequently be published. For reasons of expediency, they might think it necessary to withhold certain observations. He thought it important that the members of the Committee should, at all events, be informed of the position in this respect before the meeting, and not after it. Although he was not definitely opposed to the publication of such Minutes, he thought the best solution would be to publish only a statement giving the conclusions that had been reached, provided always that it was desirable to make those conclusions public.

M. DE VASCONCELLOS (Portugal) supported this suggestion. It was already an established practice in the case of secret meetings that Minutes should be taken of those meetings, but should be preserved in the archives of the Secretariat, where they could be consulted at any time. If any member desired the publication of the Minutes of a particular meeting, it was always possible to arrange for this.

M. BOURGOIS (France) thought a distinction must be made between private and secret meetings. He had only wished to raise the question of principle, and was ready to accept any solution of which his colleagues approved. He thought it important, however, that any decision to publish the Minutes of a particular meeting should be unanimous.

Major COLES (United Kingdom) thought that Minutes of private meetings should remain private. The only object in holding a meeting in private was to enable the members to present observations which they would not feel free to make in public. If everything said were subsequently published, this object would be negated.

Mr. HARDY (India) wished to take, by way of illustration, two matters which had been discussed in private during the present session—the report of the Seizures Sub-Committee and the confidential annex regarding the statement made at a public meeting of the Central Board. With regard to the former, he believed he was correct in saying that the Seizures Sub-Committee itself had been careful not to include in its report anything which it thought undesirable to have published. The position in regard to the latter case, however, was very different. There had been a long discussion as to whether the meeting in question should be held in private or in public—a discussion which Dr. Carrière had summed up by giving a very forcible argument in favour of the former course. The majority of the Committee had associated themselves with Dr. Carrière's contention, and it had been decided to hold the meeting in private. If the Minutes of the meeting were now to be published, that decision would be reversed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought it would be more in the traditions of the Committee if it were decided that no Minutes of private meetings should be published. The results of the discussion at such meetings were in any case given in the report to the Council. He fully agreed that there would be a contradiction in allowing speakers to express themselves as if in private and then subsequently publishing all that had been said.

M. DE VASCONCELLOS (Portugal) associated himself with that view.

The Committee decided that no Minutes of private meetings should be published.

1168. Adoption of the Minutes of the Ninth to Fifteenth Meetings, inclusive, of the Session.

The Committee approved the Minutes of the ninth to fifteenth meetings inclusive, subject to the inclusion therein of certain amendments submitted by the members of the Committee and accepted by the Committee.¹

¹ Note by the Secretariat.—The corrections submitted at the present meeting have been duly inserted in the relevant Minutes.

1169. Statistics of Imports and Exports of Acid Acetic Anhydride.

M. INAGAKI (Japan) wished to correct a false statement which had been circulated by the Press in connection with the discussion on acid acetic anhydride.¹ It had been reported from a source in the Geneva Press that 9,000 kilogrammes of prohibited drugs had been imported into China by Japanese in the Hankow Concession. The name of acid acetic anhydride had been mentioned. This report had been taken up by the Chinese papers and by the English papers in Hankow. It was obviously a misunderstanding of the reference in the discussion to the drug itself and to the figure of 9,000 kilogrammes representing 90% of the total imports of acid acetic anhydride to Tientsin, Shanghai, Hankow and Amoy during the first six months of 1935.

1170. Close of the Session.

The CHAIRMAN thanked his colleagues for their very cordial collaboration throughout the session. Now that they had completed their work in the Advisory Committee, they would turn their attention to the work of the Conference for the Suppression of the Illicit Traffic.

M. DE VASCONCELLOS (Portugal) was sure all his colleagues would join with him in thanking the Chairman for the way in which he had facilitated their work during the session.

M. BOURGOIS (France) wished specially to associate himself with this expression of thanks to the Chairman, who had presided over the deliberations so cordially and with such ability.

The CHAIRMAN wished to thank the Vice-Chairman for the assistance he had given him throughout the session. He also wished especially to thank the Rapporteur. He was sure all his colleagues would also desire to express their appreciation of the valuable work of the Secretariat and of the kind manner in which the members of the Section, and in particular the Bureau, had rendered their services.

The Committee had greatly appreciated the very remarkable work of the interpreters. Lastly, the Committee would wish to give a special word of thanks to the Minute-writers. Though the resolution passed at an earlier meeting might have seemed extremely severe, it criticised, not the Minute-writers, but the system followed; the Committee had appreciated highly the manner in which, despite the difficult conditions, the Minute-writers had performed their work.

The Chairman pronounced the twenty-first session of the Advisory Committee closed.

¹ See page 88.

ANNEX 1.

O.C.1637.

REPORT OF THE AGENDA SUB-COMMITTEE AND AGENDA OF THE TWENTY-FIRST SESSION.

The Agenda Sub-Committee met under the Chairmanship of the United Kingdom representative, the representatives of the United States of America and Siam being also present. The Swiss representative, Chairman of the Advisory Committee, and the representative of Poland were unable to attend.

In drawing up the agenda, the Sub-Committee followed the rule of avoiding the inclusion of items for which documents have not yet been prepared, in order to permit the Minutes of the meetings to be issued at the normal rate and to finish the work of the session earlier than on previous occasions.

In order to facilitate the work of the Advisory Committee and to avoid lengthy discussions, the Agenda Sub-Committee, in submitting the annexed draft agenda, suggests the adoption of the following general rules :

The Secretary's Progress Report (document O.C.1624) should not be discussed except for those questions which already come under the various items of the agenda. If any of the members of the Advisory Committee wish to discuss any item of the Progress Report which does not come within this category, he should move the addition of this particular question to the agenda of the present meeting in cases of urgency, and, in cases which are not urgent, to the agenda of a subsequent session.

In order to avoid discussion of annual reports on which it is not desired to raise any specific question, the Sub-Committee recommends that members of the Advisory Committee should be asked to inform the Chairman of the Committee in advance of the countries and territories in regard to which they propose to speak.

As to Point IV(b) of the agenda, " Measures to be taken against the Illicit Manufacture of Narcotic Drugs ", the Agenda Sub-Committee is of opinion that it would be preferable if the Advisory Committee took note of the documents prepared by the Secretariat and refrained from the discussion of measures which are essentially matters of the detection and prevention of crime and, as such, should be kept strictly confidential.

Point 13 is the only new item which the Sub-Committee suggests should be added to the agenda.

A certain regrouping of the original items has been made, in order to avoid repetition in the discussions.

The Sub-Committee recommends the insertion in the agenda of the opening session of next year of the following question : " The Doping of Race-horses ", and that the Secretariat be asked to obtain in advance any information which Governments may possess on this subject.

AGENDA.

I. Elections and Appointments :

- (a) Election of Chairman and Vice-Chairman ;
- (b) Appointment of a Rapporteur ;
- (c) Appointment of Assessors ;
- (d) Appointment of a member of the Supervisory Body.

II. Adoption of Agenda : Report of the Agenda Sub-Committee (document O.C.1637).

III. Consideration of the Secretary's Progress Report (document O.C.1624).

IV. Illicit Traffic :

- (a) Consideration of the Report by the Sub-Committee on Seizures (document O.C.S.281) ; see also Quarterly Summary of Seizures for the last three quarters of 1935 and the first quarter of 1936 (documents O.C.294(x), (y) and (z) and O.C.S.300) ;
- (b) Measures to be taken against the Illicit Manufacture of Narcotic Drugs. See Report of the Twentieth Session (document C.253.M.125.1935.XI, page 3) ;
- (c) Use of Postal Facilities in the Illicit Traffic (document O.C.1630) ; see Report of the Twentieth Session (pages 4 and 5).

- V. Specialised Police with a view to the Campaign against the Clandestine Manufacture and Illicit Traffic (document O.C.1627): Replies by Governments to C.L.26.1935.XI.
- VI. (a) Consideration of Annual Reports on Traffic in Opium and Other Dangerous Drugs (Summary of Annual Reports prepared by the Secretariat for 1934; document O.C.1621);
(b) Raw Opium :¹ Situation in the Producing, Manufacturing and Opium-smoking Countries (document O.C.1621, synoptical tables);
(c) Manufacture and Exportation of Dangerous Drugs :¹ Present Situation in the Manufacturing Countries (document O.C.1621, synoptical tables).
- VII. Preparations for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf (document O.C.1641).
- VIII. Situation in the Far East :
(a) General Situation in China (see document O.C.1593(a) on the imports of acid acetic anhydride);
(b) Application of Chapter IV of the Hague Convention—Replies to Questionnaire (document O.C.1569(k)).
- IX. Situation as regards Control of Cannabis and Drugs derived from Cannabis (document O.C.1542 series and particularly 1542(k)).
- X. (a) Enquiry into Drug Addiction ;
(b) Anti-Narcotic Education and Propaganda (documents O.C.1642 and A.56.1935.XI, Item 9, pages 4 and 5);
(c) Methods followed in the Campaign against Drug Addiction and Illicit Traffic, particularly the application of Article 15 of the 1931 Convention (document O.C.1622, Replies by Governments to C.L.199.1934.XI).
- XI. Consumption Statistics (see document O.C.1624). Observations by the Supervisory Body and the Permanent Central Opium Board, and documents O.C.1487 and 1487(a)).
- XII. Preparation of a Scheme for the Study of the Existing Legislation with a view to ensuring the Application of Conventions and Agreements concerning the Traffic in Dangerous Drugs (document O.C.1631; see page 123 of the Minutes of the Twentieth Session, document C.277.M.144.1935.XI).
- XIII. Methods of distributing Laws, Annual Reports and Seizure Reports to meet the Stipulations of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of 1931 (document O.C.1650).
- XIV. Budget.
- XV. Other Questions.

Items of the Secretary's Progress Report which may be discussed under Various Items of the Agenda.

- I. (d) Appointment of a Member of the Supervisory Body.
- IV. (1) Disposal of Seized Drugs ;
(2) Illicit Traffic by Air ;
(3) Part played in the Illicit Traffic by Forwarding Agents ;
(4) Passports of Traffickers in Narcotic Drugs;
(5) Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic and Supervision in the Larger Seaports.
- VI. (1) Ratification of Conventions ;
(2) Situation of Certain Countries of Latin America ;
(3) Revised List of Firms authorised to manufacture Drugs coming under the Geneva Opium Convention of 1925.
- VIII. Situation in the Far East.

¹ At the twentieth session, the Advisory Committee decided, on the proposal of the Agenda Sub-Committee, that these two items should be permanent items at the spring sessions.

- X. (1) Dangers of Wireless Propaganda relating to Drug Addiction ;
 (2) Codeine Addiction ; Study of the Treatment of Drug Addicts ; Recommendation of the Bangkok Conference on the Suppression of Opium-smoking.
- XI. Consumption Statistics.
- XII. (1) Pharmacy Control.
- XIII. System of Distribution of the Annual Reports of Governments.

Items of the Secretary's Progress Report which do not fall under Any of the Items of the Draft Agenda.

1. Distribution of Documents relating to Narcotic Drugs.
2. Restriction in the Granting of Licences for the Manufacture of Narcotic Drugs.
3. Standardisation of Methods for determining the Morphine Content of Raw Opium.
4. Application of the System of Import Certificates and Export Authorisations.
5. Extension of the System of affixing Serial Numbers to Packages of Drugs despatched by Wholesalers.
6. Extraction of Morphine and Other Alkaloids of Opium direct from the Dried Poppy Plant.
7. List of Substances and Preparations coming under the Hague Opium Convention of 1912, the Geneva Convention of 1925 and the Limitation Convention of 1931.
8. Convention of 1925, Articles 8 and 10.
9. Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, 1931 (Articles 10, 11, 13 and 17).
10. Question of the Abolition or Restriction of the Use of Diacetylmorphine.
11. Supervisory Body and Permanent Central Board.
12. Convocation of a Conference to conclude an International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs.
13. Transmission of a Questionnaire concerning Existing Treaties which provide for Extradition for Offences against Drug Laws.
14. Unification of Drug Control.
15. Research Work with a view to the Discovery of Non-habit-forming Medicines.

ANNEX 2.

O.C.1624.

PROGRESS REPORT BY THE SECRETARY.

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I. ADMINISTRATIVE AND GENERAL QUESTIONS.

The present report contains an analysis of the replies received up to March 15th, 1936, to the circular letters sent to Governments under various decisions taken by the Advisory Committee during its twentieth session (May-June 1935), and during its previous sessions, which were not analysed in previous reports. It also contains a summary of the work done in the various fields of activity of the Committee, except such questions as form a special item of the agenda.

CHANGES IN THE COMPOSITION OF THE ADVISORY COMMITTEE.

The representative of Siam on the Advisory Committee, His Excellency Phya Subarn Sompatti, called to other duties by his Government, has been replaced by M. Phya Rajawangsan, Envoy Extraordinary and Minister Plenipotentiary in London.

The representative of Turkey, M. Cemal Hüsnü Tarây, having resigned his post as Permanent Delegate of Turkey accredited to the League of Nations, has announced that he will no longer participate in the work of the Committee.

APPOINTMENT OF A MEMBER OF THE SUPERVISORY BODY.

The Advisory Committee appointed for three years, as from the coming into force of the Convention—i.e., from July 9th, 1933—Sir Malcolm Delevingne as member of the Supervisory Body under Article 5, paragraph 6, of the Convention of 1931 for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.

The term of office of Sir Malcolm Delevingne will expire on July 9th next, and the Committee will have to take a decision in regard to the appointment.

RATIFICATION OF CONVENTIONS.

The situation in regard to the ratification of the international Opium Conventions is set forth in the introduction to the Summary of Annual Reports for 1934 (document O.C.162r).

SYSTEM OF DISTRIBUTION OF THE ANNUAL REPORTS OF GOVERNMENTS.

The Committee, at its twentieth session, was asked to consider a memorandum, by the Director of the Opium Section (document O.C.1598), explaining the situation in regard to the dates on which the annual reports had been received for the year under review, and submitting certain suggestions as to the changes which it might be desirable to make in the present system of distributing the annual reports. The Committee decided to make no change for the moment in the system so far applied and to consider the question further during the present session.

DISTRIBUTION OF DOCUMENTS RELATING TO NARCOTIC DRUGS.

(Circular Letter 191.1934.XI, of November 29th, 1934.)

(Further replies from Governments.)

The Advisory Committee, at its eighteenth session (May-June 1934), put forward a proposal for the purpose of ensuring a more effective and more complete distribution of official publications of the League of Nations relating to narcotic drugs and taking account of the increase in the number of administrative services and public and private institutions concerned in the campaign against narcotic drugs. This proposal, which was approved by the Council on September 7th, 1934 (eighty-first session), was brought to the knowledge of Governments on November 29th, 1934, in the Secretary-General's Circular Letter 191.1934.XI.

Since the last report was drawn up, the following seventeen States have sent in their replies: *Afghanistan* (April 27th, 1935), *Argentina* (January 20th, 1936), *Australia* (March 20th, 1935), *Belgium* (May 23rd, 1935, and November 7th, 1935), *Brazil* (April 17th, 1935), *Chile* (December 13th, 1935), *China* (April 25th and 29th, 1935), *Cuba* (May 29th, 1935), *Denmark* (May 20th, 1935), *Egypt* (April 27th, 1935), *Guatemala* (April 26th, 1935), *Honduras* (June 11th, 1935), *Luxemburg* (April 12th, 1935), *Netherlands* (April 24th, 1935), *Norway* (June 27th, 1935), *New Zealand* (April 3rd, 1935), *Czechoslovakia* (July 29th, 1935). Some of these countries stated that they preferred no change to be made in the present system of distribution, under which documents are sent to a single official authority which itself distributes them to the other services concerned. Others, however, asked for a larger number of copies to be sent to them. Those countries are: *Afghanistan*, *Brazil*, *Cuba*, *Chile*, *Egypt*, *Guatemala*, *Honduras*, *Norway*, *Netherlands*, *New Zealand*. The remaining countries—namely, the *Argentina*, *Australia*, *Belgium*, *China*, *Czechoslovakia*, *Denmark* and *Luxemburg*—mentioned a variable number of consignees, including, in the case of *Australia*, *China*, *Denmark* and *Luxemburg*, not only the official administrations, but also a number of institutions concerned in the campaign against narcotic drugs.

II. ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

SITUATION OF CERTAIN COUNTRIES OF LATIN AMERICA.

(Circular Letters 198.1934.XI, of November 29th, 1934, and 182.1935.XI, of November 12th, 1935.)

(Replies from Governments.)

When taking note, on September 7th, 1934, of the work of the Advisory Committee's eighteenth session, the League Council observed that, for the year 1932, only six of the twenty States of Central and South America had sent in their annual reports, and it approved the Committee's suggestion that the Secretary-General should be invited to appeal to Central and South American countries to co-operate with the Committee and take steps to facilitate its work by sending in their reports. To this end, the Secretary-General despatched on November 29th, 1934, a letter (C.L.198.1934.XI) to the Governments concerned, reminding States parties to the 1931 Convention that, under Article 21 of that Convention, they are under an obligation to send in an annual report. At the time the last report was drawn up, the Secretariat had received only one reply—that from *Costa Rica*, which subsequently forwarded its annual report for 1933. Since then, the Secretariat has received the 1933 reports of the following States: *Cuba*, *Guatemala*, *Mexico*, *Nicaragua*, *Salvador*, *Uruguay*, *Venezuela*. The number of Latin-American countries which have complied with their obligations in this connection is thus brought up to eight.

At its twentieth session (May 20th-June 5th, 1935), the Committee was greatly concerned at a state of affairs which threatened to make its work difficult by depriving it of information relating to a considerable part of one continent whose co-operation had, in many ways, proved very valuable. It adopted a resolution in which, recalling its previous recommendation communicated to Governments by the letter mentioned above, it requested the Council to make a further urgent appeal to the spirit of solidarity and international co-operation of the Latin-American States that do not send in reports regularly, and to call upon them not to fail to do so in future, and, in particular, to point out to the States parties to the 1931 Convention that, under Article 21 of the said Convention, the parties are under an obligation to forward annual reports. The Secretary-General transmitted this resolution, which was approved by the Council on September 6th, 1935 (eighty-eighth session), by Circular Letter 182.1935.XI, of November 12th, 1935, to the Central and South American States, parties and non-parties to the 1931 Convention, which had not sent in a report for 1933.

Up to March 15th, 1936, annual reports for 1934 were received by the Secretariat from the following seven Latin-American States: *Cuba*, *Guatemala*, *Mexico*, *Nicaragua*, *Salvador*, *Uruguay* and *Venezuela*. When acknowledging receipt of the letter, *Costa Rica* (December 6th, 1935), *Peru* (December 10th, 1935) and *Brazil* (January 18th, 1936) stated that the competent services had been instructed to send the reports in question to the Secretariat.

III. LEGITIMATE TRADE, MANUFACTURE AND CONSUMPTION OF NARCOTIC DRUGS.

METHODS USED FOR THE COMPILATION OF CONSUMPTION STATISTICS.

(Circular Letter 19.1934.XI, of February 22nd, 1934.)

Opinion of the Supervisory Body.

The Secretary-General, in conformity with the recommendation made by the Advisory Committee at its sixteenth session (May 1933), approved by the Council on September 22nd, 1933, sent to the Governments a circular letter asking them to furnish information as to the methods which they followed in compiling consumption statistics.

A special document containing an analysis of the replies received (document O.C.1487(a)) was submitted to the Advisory Committee at its twentieth session. This document, in conformity with a decision taken by the Advisory Committee at its eighteenth session (May 1934), was communicated to the Permanent Central Opium Board and to the Supervisory Body, which were asked to submit any observations which they thought fit.

A Mixed Committee, composed of representatives of the Permanent Central Opium Board and the Supervisory Body, after examining the document of October 10th, 1935, decided to communicate to the Advisory Committee the Minutes of its discussions. An extract from the Minutes is annexed to the present report.

REVISED LIST OF FIRMS AUTHORISED TO MANUFACTURE DRUGS COMING UNDER THE GENEVA OPIUM CONVENTION OF 1925.

(Circular Letters 9.1934.XI, of February 13th, 1934, and 59.1936.XI, of March 17th, 1936.)

The Advisory Committee, at its sixteenth session (May 1933), approved the revised list of factories authorised to manufacture drugs coming under the Geneva Opium Convention of 1925 (document O.C.1143(1) and Addenda), as framed by the Secretariat, and asked the Council to take steps to have it forwarded to the Governments. The Council, on September 22nd, 1933 (seventy-sixth session), approved the communication of this list to the Governments and authorised the Secretary-General to have the list annually revised and kept up to date. The Secretary-General, in Circular Letter 9.1934.XI, of February 13th, 1934, forwarded the list to the Governments asking them to verify and complete it. The Governments were requested, in particular, to point out what narcotic drugs coming under the Convention each factory was authorised to manufacture and, in cases where the factory actually manufactured them, to specify what narcotic drugs were thus effectively produced. The Secretary-General, in the same circular letter, drew the attention of the States parties to the Convention of 1931 for limiting the Manufacture and regulating the Distribution of Narcotic Drugs to their obligations under Article 20 of the Convention. The Secretariat, on the basis of the replies received, has brought the list of factories up to date (document O.C.1143 (2)). The revised list was sent to the Governments in Circular Letter 59.1936.XI, of March 17th, 1936.

RESTRICTION IN THE GRANTING OF LICENCES FOR THE MANUFACTURE OF NARCOTIC DRUGS.

(Circular Letter 36.1935.XI, of March 7th, 1935.)

(Replies from Governments.)

At its nineteenth session, the Advisory Committee, being concerned at the danger of an extension of the manufacture of narcotic drugs, considered it necessary to urge a policy tending to restrict the number of factories and the volume of manufacture on the basis of the relationship which should normally exist between productive capacity and the actual needs of the market. It adopted the following resolution by twelve votes to three, with four abstentions :

“ The Advisory Committee requests the Council to urge the manufacturing countries not to issue new licences to manufacture drugs if the factories at present existing in their respective countries have a manufacturing capacity sufficient for the needs of their domestic and export markets.”

Having been instructed by the Council on January 14th, 1935 (eighty-fourth session), to give effect to the Committee's recommendation, the Secretary-General communicated it to the Governments of the manufacturing countries by a circular letter dated March 6th, 1935 (C.L.36.1935.XI). Of the twenty-five Governments to whom this letter was addressed, the seven Governments mentioned below stated in reply that they agreed, in principle, to the application of the Advisory Committee's recommendation : Bulgaria (April 19th, 1935), United Kingdom (March 26th, 1935), Estonia (March 25th, 1935), Italy (April 20th, 1935), Switzerland (March 30th, 1935), United States of America (April 26th, 1935), Union of Soviet Socialist Republics (March 17th, 1935).

The *United Kingdom*, while agreeing, in principle, to restriction in the number of factories licensed to manufacture narcotic drugs, states: "Export needs may cause some variation in the application of this principle, but it is not at present contemplated that there will be any increase in the number of licences issued in the United Kingdom for the manufacture of narcotic drugs".

In *Bulgaria*, "since 1934 the Directorate-General of Public Health has ceased to issue licences to open new narcotic drug factories and is endeavouring to close the existing factories". This policy has, in point of fact, led to the closing of the only factory remaining in Bulgaria.

Estonia expressed willingness to give effect to the recommendation contained in the circular letter, and added: "At the present time, there is no narcotic drug industry in Estonia".

The *United States of America* observed: "The Treasury Department, which is the Department charged with the duty of registering manufacturers of narcotic drugs in the United States, is of the opinion that, as a general policy, no new factories for extracting alkaloids directly from raw opium or coca leaves and producing the salts of such alkaloids should be permitted to be established in the United States. Nevertheless, that Department reserves the right to permit one or more such factories to be established should special circumstances, in its opinion, warrant such action, subject, of course, to the paramount principle that the total quantities permitted to be manufactured in any one year shall not exceed the estimates for that year established under the Narcotics Limitation Convention of 1931."

The Government of *Italy* states that, "while aware of the danger of an excessive extension of the manufacture of narcotic drugs, it has been guided in the past by the restriction principles recommended by the Advisory Committee and will continue to comply with them in the future".

Switzerland explains that, "under the Swiss Narcotic Drugs Law of October 2nd, 1934—which, moreover, contains no provision making the issue of a licence subject to 'needs'—licences to manufacture are issued by the competent authorities of the canton in which the applicants are domiciled. It is therefore difficult for the Federal authorities to object to the granting of a licence, provided the applicant possesses certain administrative, technical and moral qualifications. The Public Health Department is aware of this gap in the Federal legislation and has introduced a clause into the draft of a new Federal law on narcotic drugs providing that henceforward licences to manufacture will be issued by the Federal Department of the Interior and that they will only be issued when they answer a real need."

In the *Union of Soviet Socialist Republics*, "narcotic drugs may only be manufactured by the State factories. These factories may not produce more than the legal requirements (domestic consumption and export) as laid down in the various plans approved by the Planning Commission of the Union of Soviet Socialist Republics".

STANDARDISATION OF METHODS FOR DETERMINING THE MORPHINE CONTENT OF RAW OPIUM.

(Circular Letter 63.1934.XI, of May 17th, 1934, and method of determining the cocaine content of coca leaves.)

In accordance with the decision adopted by the Advisory Committee on November 7th, 1933 (seventeenth session), on the instructions of the Council of the League of Nations dated January 20th, 1934 (seventy-eighth session), the Secretary-General submitted to Governments for examination, in Circular Letters 63 and 63(a).1934.XI, dated May 17th, 1934, the report of the Committee of Experts on the standardisation of methods for determining the morphine content of raw opium (documents O.C.1512 and C.H.1125). The replies of the Governments to this circular letter were classified in documents O.C.1512(a) and O.C.1512(b). Document O.C.1512(c) also communicated to the Committee the note of the Director of the Health Section of the Secretariat (document C.H.1179) summarising the history and development of the work of the Committee of Experts set up to study the standardisation of the said methods (1931 to 1935) and the report (document C.H.1174) on the meeting held at Copenhagen on July 16th to 19th, 1935, by the Committee of Experts instructed to examine methods of determining the content of morphine in opium and of cocaine in coca leaves—documents submitted to the twenty-second session of the Health Committee (October 7th to 16th, 1935).

Emphasis should be laid on the conclusions of these two documents. In his note, the Director of the Health Section says that "the formulation of an entirely satisfactory standardised method has proved a much harder problem than was at first supposed", but he nevertheless hopes "that the efforts which have already been pursued for more than a hundred years with a view to the formulation of a satisfactory and really practical method for the dosage of morphine will shortly lead to positive results".

The Committee of Experts, which met at Copenhagen under the chairmanship of Professor van Itallie, observes that none of its members has been able to propose another method capable of giving more accurate results than the I.M. method, which will, however, be made the subject of further research, and notes that, in the opinion of the American experts, the international method is not wholly above criticism.

At the same session, the Committee of Experts dealt with the methods employed to determine the cocaine content of coca leaves. It examined, and accepted in its main lines, the method communicated by Professor van Itallie (industrial method improved by Mr. Nichols) making it possible to determine accurately the content of ecgonine bases in coca leaves. It expressed the hope that it would be possible to work out, during the next year, a method enabling a determination of the preformed coca alkaloids to be made. Researches were also conducted as to the method of determining the content of ecgonine bases of crude cocaine (polarimetric method). The results in this connection were encouraging.

APPLICATION OF THE SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS.

(Circular Letter 196.1935.XI, of November 20th, 1935.)

(Replies from Governments.)

The Advisory Committee, considering that the control of the illicit traffic closely depends on the strict application of the system of import certificates and export authorisations, after making an enquiry of the Governments, has endeavoured to perfect the system in such a way as to ensure its maximum efficiency. For this purpose, the Committee, during its twentieth session (May 20th to June 5th, 1935), framed a number of recommendations. The Secretary-General, in conformity with a decision taken by the Council on September 6th, 1935 (eighty-eighth session), forwarded these recommendations to the Governments in Circular Letter 196.1935.XI, of November 20th, 1935, together with the studies and documents relating to the working of the system of import certificates and export authorisations assembled in document C.434.M.225.1935.XI. The Governments were asked to furnish the information requested and to indicate whether they were prepared to apply the recommendations of the Committee or whether they already applied them. They were requested, in particular, to state whether they conformed both in respect of the home country and its dependencies, protectorates, colonies, etc., with the whole of the system as described, and to indicate any legislative or administrative texts enforced, together with any points on which their procedure differed from that described in the document. The Governments were also asked to correct and complete the schedule attached to the document containing the names and addresses of the authorities which were entrusted with the delivery of import certificates and export authorisations, together with any information relating to the date of the entry into force of the system of certificates and as to the forms used by the various countries.

Fifteen replies were received by the Secretariat by March 15th, 1936, six of them being purely formal.

The *United States of America* (December 11th, 1935) has the question under consideration and will forward its reply later. *Brazil* (January 17th, 1936), *Costa Rica* (December 17th, 1935) and *Venezuela* (January 17th, 1936) have forwarded the documents to their competent departments. *Liechtenstein* (November 26th, 1935) has not taken any steps as a result of the communication from the Secretariat, since the Federal Public Health Service in Berne is entrusted with the delivery of import certificates and export authorisations for any despatch of narcotic drugs. *Monaco* (December 12th, 1935) recalls that the Principality is neither a producer nor an exporter of drugs.

The following nine States have sent fairly detailed replies, containing information either as to the working of the system of certificates or observations on the recommendations framed by the Advisory Committee: *Belgium* (February 25th, 1936), *Canada* (January 7th, 1936), *Egypt* (February 26th, 1936), *Estonia* (January 14th, 1936), *Finland* (December 17th, 1935), *Greece* (February 29th, 1936), *Irish Free State* (February 18th, 1936), *Roumania* (January 15th, 1936).

Switzerland, moreover (December 9th, 1935), has intimated that she conforms with the system described in the document forwarded by the Secretariat and that the international trade in narcotic drugs is invariably regulated by the provisions of the Swiss legislation, which is at present under revision.

A document containing the information and observations of the Governments will be prepared by the Secretariat as soon as a sufficient number of replies has been received.

The application of the import-certificate system has given rise since the twentieth session of the Committee, as in the past, to an exchange of correspondence with the representatives of various countries—in particular, Belgium, the United Kingdom, France, Japan and Turkey. The Secretariat, by means of these consultations, has been able to facilitate the work of the competent authorities and to clear up certain doubtful points.

The most striking fact noted during 1935 was the notification by the Chinese Government, on July 19th, 1935, of the entry into force in China of a system of import certificates in respect of narcotic drugs purchased abroad, in conformity with the Limitation Convention of 1931. The letter from the Director of the Permanent Bureau of the Chinese Delegation accredited to the League of Nations notifying this event was forwarded to the Governments parties to the Geneva Conventions of 1925 and 1931, and for information to all the Members of the League and to States non-members in Circular Letter 132.1935.XI, of September 21st, 1935.

EXTENSION OF THE SYSTEM OF AFFIXING SERIAL NUMBERS TO PACKAGES OF DRUGS
DESPATCHED BY WHOLESALERS.

(Circular Letter 190.1934.XI, of November 12th, 1934.)

(Further replies from Governments.)

At its eighteenth session, the Committee adopted a resolution recommending the extension to drugs despatched by wholesalers of the system of affixing serial numbers to packages to facilitate discovery of the points at which drugs have been diverted into the illicit traffic and the persons responsible. This resolution was approved by the Council on September 7th, 1934 (eighty-first session), and was transmitted by the Secretary-General to all Governments with a view to its application. To the resolution were attached the observations of the representatives of Canada and the United States, to the effect that the recommendation should only apply, so far as wholesalers were concerned, to packages of a minimum capacity of 1 oz. (28.4 grammes). By the date of the last report, the Secretariat had received twenty-five replies, the contents of which have already been summarised.

Replies have since been received from the following fourteen States : *Afghanistan* (October 28th, 1935), *Union of South Africa* (September 2nd, 1935), *Germany* (April 18th, 1935), *Argentina* (August 13th, 1935), *Australia* (September 18th, 1935), *Austria* (May 21st, 1935), *Canada* (May 8th, 1935), *Chile* (August 26th, 1935), *Denmark* (April 24th, 1935), *Danzig* (May 1st, 1935), *Honduras* (June 17th, 1935), *New Zealand* (March 6th, 1935), *Sweden* (April 30th, 1935), *Czechoslovakia* (July 29th, 1935).

Honduras confines itself to a mere acknowledgment of receipt. Of the thirteen other replies, nine are not favourable to the application of the Committee's recommendation.

Afghanistan states that "no trade is done in drugs in a wholesale way in Afghanistan; the medical stores which are authorised to sell such items are strictly under the Government's control"; and that "no quantities are given out without the express permission of the Ministry of Health".

The *Union of South Africa* replies that "the present control in the Union is found to be sufficient for public safety and that, after careful consideration, the Government of the Union of South Africa have decided that no action will be taken on the Advisory Committee's recommendation".

Germany replies that, "as regards the affixing of serial numbers to packages containing drugs sold by wholesalers, the Ministry for Foreign Affairs has already made known its opinion in paragraph 4 of its letter to the Secretary-General of the League of Nations, dated January 9th, 1931, in reply to Circular Letter 137.1930.XI, dated July 8th, 1930. On receipt of the letter of November 12th, 1934 (Circular Letter 190.1934.XI), the question was again examined by the competent German authorities. This examination did not, however, result in any change in the above-mentioned opinion. From the experience gained in the meantime, it appears that the German system for the affixing of serial numbers by wholesalers enables it to be ascertained at any time how the narcotic drugs manufactured by German firms find their way into the illicit trade. The competent German authorities consider it unnecessary to apply any special rules in this connection to the German wholesale trade, which sells the goods in question in the original packages employed by the manufacturer."

The *Argentina* does not produce narcotic drugs, so that the proposed system of numbering would not apply in its territory. In future, however, steps will be taken to ensure that narcotic drugs imported from countries applying the proposed system comply with the Committee's recommendation.

Australia replies that "the matter has received very careful consideration by the authorities charged with the control of the drug traffic in Australia, who are of the opinion that, in the present circumstances, the extension of the system of serial numbers, as recommended by the Advisory Committee, is not necessary so far as Australia is concerned". In this connection, the letter points out that "the quantity of dangerous drugs legally imported into Australia and subsequently diverted to the illicit traffic is extremely small and that therefore it is considered that the procedure recommended by the Committee would add materially to the book-keeping of manufacturing chemists and wholesalers without affecting to any appreciable extent the existing position and would, therefore, not be warranted."

Austria replies that "the competent services consulted all take the view that the system proposed by the Advisory Committee, while affording only doubtful safeguards against the diversion of narcotic drugs into the illicit traffic, would unquestionably hamper the licit trade. Being, therefore, persuaded that, if strictly applied, the provisions at present in force provide adequate safeguards for the purpose in view, the Federal Government cannot see its way to falling in with the Advisory Committee's proposal".

Canada announces that, "as from June 1st, 1935, all Canadian narcotic wholesale dealers will inaugurate a system of serial numbering and registration of sales involving such serial numbers in connection with all packages containing 1 oz. or more of morphine, heroin and cocaine. The details of the system are such that there will be an orderly recording of each transaction, which will readily enable the positive identification of the purchaser. The Narcotic Auditor of the Department of Pensions and Public Health will be responsible for inspecting the working of the system when he visits each narcotic wholesale dealer for ordinary auditing purposes".

Chile, " while accepting the proposed system, feels bound to make the following observations :

" 1. The Chilean Government considers that the recommendation in question should be extended in such a way as to make compulsory the serial numbering of packages of narcotic drugs in the bills of lading in respect of such drugs, so that the competent authorities of the importing country may at once be able to check the origin of the consignment.

" 2. As regards the entry of serial numbers in the sales register each time a sale is made, the Chilean Government considers that manufacturers and wholesalers should always be required to comply with this formality in cases in which the container has not undergone any modification or when the drug is put up in containers of a capacity of not less than 10 grammes, since for the distribution of smaller quantities the present system of entry would apply."

Denmark states that " the measures indicated in the Advisory Committee's resolution would not appear to be of any practical importance in so far as Denmark is concerned ".

Danzig communicates the legislative provisions enacted in the territory of the Free City of Danzig in application of the Advisory Committee's recommendation. The Free City's reply has been transmitted by the delegation of the Republic of Poland accredited to the League of Nations, which " wishes to point out in this connection, and to avoid all possibility of misunderstanding, that, in accordance with Article 13 of the Convention of Paris of November 9th, 1920, the Free City of Danzig is included within the limits of the Polish Customs territory and is subject to Polish Customs legislation and tariffs ".

New Zealand states that it " approves of the resolution but, as the illicit traffic in narcotics is not prevalent in New Zealand to any appreciable extent, it is considered that the adoption of the provisions of the resolution in this country would be of little practical value and would be unduly harassing to the wholesale dealers ".

Sweden states that any person authorised by the competent Swedish authority to manufacture narcotic drugs is required to affix serial numbers to the packages containing the drugs manufactured (see letter of June 16th, 1931). That authority, to which the Advisory Committee's resolution was submitted for examination, has raised the objection that, if the measures prescribed in the resolution become generally known, the proposed procedure will lose almost all its efficacy, in view of the ease with which the numbers affixed to packages can be removed. The authority in question is of opinion that it is to the obvious interest of manufacturers and wholesalers to exercise a check of the kind suggested in the resolution. The Swedish authority therefore believes it unnecessary to introduce express provisions obliging them to adopt the measures proposed. It considers that it would be sufficient to apprise them of the purport of the resolution and to invite them to act accordingly. The authority therefore proposes to circulate, in the near future, a communication to that effect. Such being the case, the Swedish Government thinks it unnecessary to take, for the time being, any further action on the resolution in question.

In Czechoslovakia, the application of the system of serial numbering of packages for drugs despatched by manufacturers or wholesalers has already been approved by the Ministry of Public Health. Provision for such a system is to be introduced into the Opium Law and the order in execution of that law, under which it will also apply to the wholesale trade.

The serial numbering of products is possible only in the case of narcotic drugs in the strict sense of the term ; it would be difficult to extend its application to preparations containing such drugs. The Ministry of Public Health will nevertheless endeavour to introduce serial numbering in respect of such preparations also ; but it doubts whether its proposals will be accepted, in view of the great practical difficulties in the way of their adoption."

EXTRACTION OF MORPHINE AND OTHER ALKALOIDS OF OPIUM DIRECT FROM THE DRY POPPY PLANT (POPPY STRAW AND POPPY HEADS).

Further Developments.

The process used by " Alkaloida S.A.", at Budszentmihaly (Hungary), for the extraction of morphine and other alkaloids of opium direct from the dry poppy plant (poppy straw and poppy heads) has been dealt with in the series of documents O.C.1546(1) already submitted to the Advisory Committee. No further development is to be noted.

The results of the studies and experimental researches undertaken in Denmark and the Union of Soviet Socialist Republics are embodied in a separate document (document O.C. 1546).

LIST OF SUBSTANCES AND PREPARATIONS COMING UNDER THE HAGUE OPIUM CONVENTION OF 1912, THE GENEVA CONVENTION OF 1925 AND THE LIMITATION CONVENTION OF 1931.

(Circular Letter 200.1934.XI, of December 22nd, 1934.)

The Advisory Committee, during its seventeenth session (May 18th to June 2nd, 1934), was asked to consider the amended list, drawn up by the Sub-Committee of Experts appointed for the purpose, of substances and preparations coming under the Hague Opium Convention of 1912, the Geneva Convention of 1925 and the Convention for limiting the Manufacture

and regulating the Distribution of Narcotic Drugs of 1931. The Council of the League, on the recommendation of the Advisory Committee, decided, on September 7th, 1934 (eighty-first session), to communicate this amended list to the Governments, together with the report of the Sub-Committee of Experts (document O.C.1458(2)). The list was forwarded to the Governments in Circular Letter 200.1934.XI, of December 22nd, 1934. The Secretary-General drew special attention to the recommendation framed by the Sub-Committee with a view to enabling the list to be kept up to date, and the list has been brought up to date by the Secretariat on the basis of replies and indications received from Governments with a view to its examination by the Sub-Committee of Experts.

IV. ILLICIT TRAFFIC.

DISPOSAL OF SEIZED DRUGS.

(Circular Letter 38.1935.XI, of March 7th, 1935.)

(Replies from Governments.)

The Advisory Committee, at its nineteenth session (November 1934), wishing to avoid the disadvantages that might arise from putting seized drugs into trade circulation, adopted by twelve votes to four with two abstentions the following recommendation, which was intended to remain within the framework of Article 18 of the Limitation Convention of 1931 and to conform with the spirit of that article :

" The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

" Reminding Governments that the Convention of 1931 does not provide for the export of confiscated drugs ;

" Considering that confiscated drugs, if again employed in trade, might jeopardise the proper working of the said Convention :

" Recommends to Governments that confiscated drugs be devoted to the requirements of hospitals and scientific institutions or incorporated in Government stocks, if such drugs are not destroyed or converted but reserved for medical and scientific use within the meaning of Article 18 of the Convention."

This recommendation, approved by the Council on January 14th, 1935 (eighty-fourth session), was forwarded to the Governments by the Secretary-General in Circular Letter 38.1935.XI, of March 7th, 1935.

Forty-three replies have reached the Secretariat.

The following twenty-nine countries already comply with, or undertake to comply with, the recommendation : *Australia* (April 24th, 1935), *Austria* (July 20th, 1935), *Bolivia* (April 3rd, 1935), *Bulgaria* (April 19th, 1935), *Colombia* (August 19th, 1935), *Cuba* (May 22nd, 1935), *Danzig* (August 23rd, 1935), *Egypt* (May 19th, 1935), *Spain* (April 11th, 1935), *Estonia* (March 26th, 1935), *Greece* (May 3rd, 1935), *Guatemala* (May 4th, 1935), *Hungary* (November 4th, 1935), *Iran* (July 13th, 1935), *Ireland* (April 3rd, 1935), *Iceland* (April 11th, 1935), *Italy* (July 3rd, 1935), *Latvia* (March 26th, 1935), *Luxemburg* (April 23rd, 1935), *Mexico* (July 29th, 1935), *New Zealand* (June 13th, 1935), *Poland* (May 21st, 1935), *Portugal and Colonies* (July 8th, 1935), *Siam* (June 27th, 1935), *Sudan* (April 9th, 1935), *Turkey* (May 17th, 1935), *Uruguay* (September 6th, 1935), *Venezuela* (May 14th, 1935), *Yugoslavia* (May 17th, 1935).

Ten countries dispose of seized drugs in a manner different from, or not entirely in conformity with, the terms of the Committee's recommendation : *Germany* (June 15th, 1935), *Argentina* (September 23rd, 1935), *Chile* (November 21st, 1935), *United States of America* (April 16th, 1935), *Finland* (May 21st, 1935), *France* (May 23rd, 1935), *India* (May 14th, 1935), *Roumania* (April 5th, 1935), *Czechoslovakia* (July 29th, 1935), *Union of Soviet Socialist Republics* (March 17th, 1935).

Three countries declare that they would prefer not to conform with the recommendation : *Union of South Africa* (September 11th, 1935), *Netherlands* (September 2nd, 1935) and *Sweden* (May 23rd, 1935).

One country, *Costa Rica* (April 2nd, 1935), acknowledges the receipt of the circular letter and states that it will be forwarded to the Public Health Administration.

Germany (June 15th, 1935) states that smaller quantities are transferred to hospitals and scientific institutions. Larger quantities are sold to the manufacturers. It should be mentioned, however, that no seizures of large quantities have taken place lately. The confiscated drugs are destroyed only if they have proved not to be fit for use.

The *Argentina* (September 23rd, 1935) states that, "when confiscated goods, abandoned goods, etc., are sold by auction, the Customs authorities in the capital deliver such goods only after approval by the national Public Health Department. The procedure followed in these cases is the same as for imports. The Public Auction Office forwards the notice of sale to the Public Health Department, which then hands it over to the person concerned, after having ascertained that the druggists or pharmaceutical chemists are registered with the Department. A copy of the notice of sale is placed in the archives, registered in the archives of the Public Health Department and entered in the register of alkaloids. Cases of seizure are very rare and there have been none during the past year."

The letter also contains an opinion, dated August 1935, from the Criminal and Summary Jurisdiction Court of the capital as follows: "When narcotic drugs sequestrated by the police of the capital, in cases dealt with by criminal and summary jurisdiction judges, constitute instruments or effects relating to the offence, they must be seized and destroyed, in virtue of Article 23 of the Penal Code; the judges are required to apply this legal provision, in conformity with Article 557 of the Code of Criminal Procedure."

Chile (November 21st, 1935) states that, under Articles 104 and 105 of Decree-Law No. 245, "goods seized by order of the administrative and judicial authorities (including heroic drugs seized by the Public Health Directorate) must be sold by auction by the communal Treasury concerned, the proceeds of such sale being paid into the municipal funds . . . No one is allowed to bid unless he can satisfy the auctioneer that he is in possession of a permit for the purpose issued by the Public Health Authorities . . . No public auction of medical products may be held without the authorisation of the Director-General of Public Health or the Public Health Director of the Province . . . Drugs and specialities containing narcotic drugs are sold by auction in special lots and may be handed over only in return for a receipt showing the quantities purchased. These receipts must be sent to the Director-General of Public Health or to the Director of the Public Health Service which has authorised the sale by auction . . . Thus, although, under the provisions of Decree-Law No. 245, seized drugs must be handed over to the municipalities, the latter cannot dispose of them freely, but must comply, as regards their sale by auction, with the regulations mentioned above." The Public Health Directorate adds that, "considering it preferable, in the public interest, to incorporate seized drugs in Government stocks or to use them for the requirements of hospitals and scientific institutions engaged in charitable work, as the League of Nations recommends, it is seeking a formula to admit of adopting this procedure".

The *United States of America* (April 16th, 1935) states that it is "in accord with this recommendation of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs in regard to the method of disposing of seized drugs. This method of disposition has been in force in the United States for some years and has been described in the annual reports for 1930, 1931, 1932 and 1933. Smoking-opium is always destroyed. The disposal of narcotic drugs seized for illicit importation is governed by the Narcotic Drugs Import and Export Act, Section 2 (d)". The text of this Act is reproduced in the letter, together with that of the regulations promulgated to give effect to it.

All narcotic drugs seized and forfeited to the United States are forwarded directly to the Bureau of Narcotics at Washington, where they are checked and examined by the Drugs Disposal Committee of the Bureau of Narcotics under the direction of the Commissioner of Narcotics. This Committee, after inventorying the drugs, decides on their disposal, some being reserved for medical or scientific purposes and others being destroyed. The disposal of drugs seized under provisions of Federal laws, other than those which control importation, is governed by Section 705 of the Revenue Act of February 26th, 1926, the text of which is reproduced in the letter.

Finland (May 21st, 1935) states that, in conformity with Article 34 of the Decree of February 14th, 1888, on traffic in narcotics, "confiscated drugs must be sold to persons entitled to purchase such drugs. When this is not possible, they must be re-exported or destroyed". When Finland has acceded to the 1931 Convention, an exception will be made to the foregoing provisions, in order to comply with the Convention. The competent authorities will then consider measures to ensure the application of the Committee's recommendation.

France (May 23rd, 1935): "Seizures are sold by public auction by the competent administration; no one is allowed to bid who has not obtained special authorisation from the Ministry of Agriculture (Service for the Prevention of Fraud, Narcotic Drugs Bureau). Only persons holding the pharmaceutical chemist's diploma can receive such authorisation for sales of morphine, heroin or cocaine. After the sale, purchasers must apply to the Narcotic Drugs Bureau for a permit to remove the goods. In the case of heroin, purchasers by auction may not accept direct delivery of the quantities purchased. The substance in question must be converted into non-narcotic products. Purchasers must state in their application for the removal of the goods the factory to which the goods are to be delivered for the purposes of this operation. The latter is subject to special control. In point of fact, during the last few years, the only important seizures in France have concerned diacetylmorphine."

India (May 14th, 1935) states that, "in order to make a proper use of the accumulated stocks of confiscated cocaine at the various Customs Houses, the Government of India have recently made arrangements for the preparation of cocaine hydrochloride of B.P. standard in the laboratory of the Calcutta Customs House. This manufacture was originally undertaken to meet the requirements of the Indian Medical Store Depots, but, as it has been found that larger quantities can be manufactured without difficulty, the Government of India have taken up the question of making permanent arrangements for its manufacture on a large scale, with a view to satisfying the total legitimate requirements of India . . . The check over the transactions [in cocaine hydrochloride] is so severe that there is hardly any possibility of the drug finding its way into illicit channels from licensed chemists. It appears that, according to the new interpretation (or rather amplification) of Article 18 of the Limitation Convention of 1931 now advanced by the Opium Advisory Committee, it is thought to be objectionable that the Government of India should sell the purified cocaine to the trade for internal consumption. The requirements of Medical Store Depots, private hospitals and institutions engaged

in scientific research work are not likely to be great, and, if no further outlet (within India) can be found, the scheme, which has been worked out as the result of somewhat costly experiments, may be found to be unprofitable and have to be abandoned. That would be nothing short of throwing good money away without any compensating advantage in the way of checking abuse of the drug. There is, under the scheme, no break in the control over the supply of the drug to chemists and its sale by them, and, as this control is precisely the same as that applied to imported cocaine, the Government of India cannot understand what valid reason could be adduced in favour of applying the recommendation of the Opium Advisory Committee to the purification or remanufacture of confiscated cocaine. As has already been indicated, the Government of India consider that their action in undertaking the purification of confiscated cocaine is within the terms of the Convention, provided the conditions of Articles 5, 6, 16, 17 and 22 are fully observed. The Government of India are, of course, prepared to comply with these conditions in full. A statement is attached to the letter, showing how all confiscated cocaine that has not been destroyed has been dealt with in the past three years—1932, 1933 and 1934.

Roumania states that the disposal of seized drugs is as follows: "Confiscated substances are first examined in the laboratories of the Chemico-Pharmaceutical Institute. If they do not comply with the requirements of the Roumanian Pharmacopœia, they are destroyed. If they do comply with those requirements, they are incorporated in the Government stocks and sold to wholesale dealers authorised by the Ministry to engage in the retail sale of narcotics. The proceeds of their sale covers the cost of judicial proceedings and of rewards to informers." The letter adds that, "as the Roumanian Government does not export narcotic drugs, the foregoing provision cannot constitute a danger from the point of view of the working of the 1931 Convention".

Czechoslovakia states that "certain seized drugs are used for the requirements of the Government hospitals. The Ministry of Public Health also proposes to adopt this course in future".

The Union of Soviet Socialist Republics states that "dangerous drugs are employed in the U.S.S.R. for internal requirements". Raw opium seized in the illicit traffic is sent to the Government factories for conversion.

The Union of South Africa states that its Government has reached the conclusion that the conditions mentioned in the circular letter do not apply to the Union and that it does not therefore consider it necessary to adopt the recommendation of the Advisory Committee.

The Government of the Netherlands states that it "cannot concur in the interpretation of Article 18 of the 1931 Convention given by the Advisory Committee. The Netherlands point of view was specifically stated at the nineteenth session by its representative, M. van Wetsum (document C.33.M.14.1935, page 33), and Her Majesty's Government regrets, in consequence, that it cannot accept the Committee's recommendation".

Sweden states that, under the terms of Article 13 of the Royal Decree of September 16th, 1933 (No. 559), "seized narcotic drugs which have been confiscated are destroyed or otherwise neutralised in accordance with the instructions of the Directorate-General of Government Medical Services . . . or, in the case of narcotic drugs other than prepared opium or the resin obtained from Indian hemp, are sold by order of the court. Narcotic drugs other than the two last-named drugs may be sold only to the proprietor of a pharmacy or to a person authorised by the aforesaid Directorate-General to import or manufacture them. Diacetylmorphine and salts thereof may be sold, however, only subject to their being converted, and other drugs must be sold under the conditions laid down by the said Directorate-General . . . The Swedish Government possesses no stocks of drugs. Accordingly, confiscated drugs cannot be included in such stocks . . . As regards the recommendation to reserve seized drugs for the requirements of hospitals and scientific institutions, the Directorate-General notes that the latter are required, under the existing provisions, to obtain such drugs as they require from pharmacies. The Directorate-General is of opinion that the prevention of abuse would be no more effective in the case of the application of the system proposed by the Committee and the direct use of drugs for the requirements of the institutions in question than under the present system, which provides for their being handed over to pharmacies or to importers or manufacturers authorised by the Directorate-General. As the application of the system recommended by the Committee would necessitate the amendment of the existing provisions, without, in the Directorate-General's opinion, offering any substantial advantage, this authority does not think, so far as Sweden is concerned, that effect should be given to the recommendation". The Royal Government adds that "it has not up to the present applied the measures contemplated by the Advisory Committee and does not, for the moment, intend to apply them in the future."

ILLICIT TRAFFIC BY AIR.

(Circular Letter 33.1934.XI, of March 23rd, 1934.)

Consultation of the International Air Navigation Commission.

At its twentieth session, the Committee examined the general question of illicit traffic by air on the basis of a survey (document O.C.1588) of the Governments' replies to the Secretary-General's circular letter of March 23rd, 1934 (C.L.33. 1934.XI). As the outcome

of its discussions on this subject, it decided to request the Transit Section to bring the document in question to the knowledge of the International Commission for Air Navigation (C.I.N.A.), asking the latter to be good enough to give an opinion on the points raised by the Advisory Committee, and to suggest what it considered to be the most appropriate means of tightening-up the control of air navigation. The question was placed, through the Transit Section, on the agenda of the twenty-third session of the International Commission for Air Navigation. The latter decided to refer this survey to its special Customs Sub-Committee, which examined it at its meetings on December 12th and 14th, 1935, and drew up a draft report to be submitted to the Commission at its twenty-fourth session, which was to be held at Warsaw in the second half of May 1936. There is reason to believe that the International Commission for Air Navigation will be able to examine the conclusions of this report in time for its opinion to be transmitted to the Advisory Committee before the end of its session.

USE OF POSTAL FACILITIES FOR THE ILLICIT TRAFFIC.

(Circular Letters 128.1926.XI, of October 27th, 1926; 33.1927.XI, of April 9th, 1927; and 302.1929.XI, of November 15th, 1929.)

This question forms the subject of document O.C.1630.

PART PLAYED IN THE ILLICIT TRAFFIC BY FORWARDING AGENTS.

(Circular Letter 184.1935.XI, of November 14th, 1935.)

(Replies from Governments.)

At its twentieth session, the Committee, resuming its study of the part played in the illicit traffic by forwarding agents, which it had already examined at its seventeenth and eighteenth sessions, had before it a report by the Secretariat containing certain suggestions, together with the observations made by the members of the Committee on the important part which may be played in the illicit traffic by forwarding agents, whether implicated therein or not. It expressed the opinion that it would be useful to draw the attention of Governments to this matter. The Advisory Committee's request, which was approved by the Council on September 6th, 1935 (eighty-eighth session), was communicated by Circular Letter 184.1935.XI, dated November 14th, 1935, to Governments for their information and was accompanied, under separate cover, by the Secretariat's reports on the matter (documents O.C.1415 and O.C./Conf.2(a) and 2(b)).

The following eight States have acknowledged receipt of these documents: *Costa Rica* (December 3rd, 1935), *Egypt* (November 30th, 1935), *Spain* (December 13th, 1935), *Estonia* (November 21st, 1935), *United States of America* (December 17th, 1935), *Guatemala* (December 20th, 1935), *Nicaragua* (December 13th, 1935), *Venezuela* (December 26th, 1935).

STATISTICS RELATING TO EXPORTS AND IMPORTS OF ACETIC ANHYDRIDE AND CAFFEINE.

(Circular Letters 189.1934.XI, of November 9th, 1934, and 27.1935.XI, of February 23rd, 1935.)

This question forms the subject of document O.C.1593(a).

V. CAMPAIGN AGAINST THE SPREAD OF ADDICTION AND THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.

METHODS ADOPTED BY GOVERNMENTS.

(Circular Letter 199.1934.XI, of December 6th, 1934.)

This question forms the subject of document O.C.1622.

ESTABLISHMENT BY GOVERNMENTS OF A SINGLE AUTHORITY FOR THE CONTROL OF NARCOTIC DRUGS.

(Circular Letter 62.1934.XI, of May 7th, 1934.)

(Replies from Governments.)

This question forms the subject of document O.C.1636.

INFORMATION AS TO SPECIALISED POLICE SERVICES DEALING WITH THE CAMPAIGN AGAINST NARCOTIC DRUGS.

(Circular Letter 26.1935.XI, of February 25th, 1935.)

(Replies from Governments.)

This question forms the subject of document O.C.1627.

DANGERS OF WIRELESS PROPAGANDA RELATING TO DRUG ADDICTION.

(Circular Letter 201.1934.XI, of December 4th, 1934.)

(Further replies from Governments.)

In pursuance of the decision taken by the Advisory Committee at its eighteenth session (May-June 1934) and approved by the Council on September 7th, 1934, the Secretary-General has transmitted to Governments, through Circular Letter 201.1934.XI, of December 4th, 1934, a communication from the Polish representative (document O.C.1549) with reference to the dangers of wireless propaganda regarding drug addiction carried on by unqualified and insufficiently informed persons, while at the same time requesting Governments to submit any observations they might think fit to make on that subject. By the date of the last report, twenty-nine States had sent in their replies. The Secretariat has since received the observations of the following ten States : *Afghanistan* (October 29th, 1935), *Germany* (April 18th, 1935), *Australia* (April 5th, 1935), *Chile* (August 26th, 1935), *Cuba* (September 26th, 1935), *Egypt* (April 28th, 1935), *Honduras* (May 10th, 1935), *New Zealand* (March 20th, 1935), the *Netherlands* (September 5th, 1935) and *Czechoslovakia* (November 9th, 1935).

Afghanistan replies that "arrangements in Afghanistan, both for broadcasting and reception, are not at present of such a nature as to enable the Government to make any contribution to the observations in question".

Germany states that, "in order to obviate the danger of an increase in addiction due to unqualified persons dealing with matters connected with addiction on the wireless or on gramophone records, the Reich Ministry for Education and Propaganda has ordered the Reich Broadcasting Company to discontinue all broadcasts which deal with the question of narcotic drugs and are such as might exercise a harmful influence on the masses of the people; the Company has also been invited to prohibit all musical items and gramophone records relating to these questions, such as the record 'Cocaine' (Columbia), which has been the subject of criticism. The Reich broadcasting stations have received direct orders to this effect from the Reich Broadcasting Company. From the enquiry made by the Reich Public Health Office at an important gramophone-record repository at Berlin, which sells records made by various companies, it would appear that the record in question has not been placed on sale in Germany. This has been confirmed by the firm which produced the record".

In *Australia*, the "Government department controlling broadcasting is unaware of any broadcast from Australian stations regarding traffic in opium and other dangerous drugs, and is convinced that station managers would not authorise any such broadcasts to be undertaken. In regard to gramophone records, the enquiries made in the matter indicate that there is no demand in Australia for records extolling the virtues of dangerous drugs. Representatives of various broadcasting stations in Sydney and Melbourne have been consulted, and they are unanimous in stating that records of the kind under notice have not been handled by their stations. Such being the case, the Australian Government does not consider that any necessity exists at present for any action in the direction of specifically prohibiting the importation of such records".

New Zealand : "No instance such as that referred to by the Polish representative has come under the Government's notice. The New Zealand Broadcasting Board, which controls the principal radio stations in the Dominion, was, however, advised as to the possible dangers associated with such broadcasts, and the Board has agreed to co-operate in the prevention of the dissemination of any such undesirable information. Gramophone records extolling the virtues of dangerous drugs have not, so far as can be ascertained, been imported for sale in New Zealand. In the event of shipments of such records coming to hand, the question of the prohibition of their importation will be considered."

Czechoslovakia states that, "in the opinion of the Ministry of Public Health and Physical Education, the dangers of wireless propaganda regarding addiction may be obviated by advance censorship of talks, as is the case in Czechoslovakia. As regards gramophone records, every Government is in a position to prevent the sale of records harmful to public morals".

In the *Netherlands*, the dangers of wireless propaganda on questions relating to addiction have been brought to the notice of the broadcasting control authorities in the home country. Propaganda against addiction in the Netherlands Indies is carried out only by anti-opium associations, which are subsidised by the Government and work in close co-operation with the head of the Opium Monopoly service.

In *Chile*, "there have been no wireless talks such as might be regarded as harmful from this point of view, as all broadcasting lectures have been given under the strict supervision of the health authorities". The competent service in Chile has, however, taken careful note of the valuable suggestions contained in Circular Letter 201.1934.XI.

Egypt associates itself with the views of the Polish representative regarding the harmful effects of wireless propaganda on questions regarding drug addiction carried on by unqualified and insufficiently informed persons, and agrees with him that the broadcasting of such talks is undesirable.

Honduras states that the circular letter has been communicated to the Director-General of Police, with explicit instructions to see that this class of propaganda is prevented in Honduras; and to the Dean of the Faculty of Pharmacy, with a request for such suggestions as he might wish to make on this subject.

Cuba : " The Ministry of Public Health and Welfare having reported favourably, the Ministry of Communications has taken steps to insert between paragraphs 1 and 2 of Article 110 of the Broadcasting Law shortly to be enacted the following paragraph : ' The broadcasting of records, talks, lectures, comedies, dramas, etc., relating to drug addiction, or having any bearing upon that question or upon the illicit traffic, by broadcasting stations within the country or its territorial waters shall be strictly prohibited unless authority be first obtained from the Ministry of Public Health and Welfare '. As soon as the above-mentioned law is enacted, the Secretary-General of the League of Nations will be duly informed."

PASSPORTS OF TRAFFICKERS IN NARCOTIC DRUGS.

(Circular Letter 37.1935.XI, of March 7th, 1935.)

(Replies from Governments.)

This question forms the subject of document O.C.1626.

MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC AND SUPERVISION IN THE LARGER SEAPORTS.

(Circular Letter 181.1935.XI, of November 5th, 1935.)

(Replies from Governments.)

At its twentieth session, the Committee, on the proposal of its Sub-Committee on Seizures, made a number of observations and recommendations regarding the general methods of preventing or making more difficult the smuggling of drugs on board ocean-going steamers and particularly the supervision to be exercised by the authorities in the larger seaports.

These observations and recommendations were approved by the Council on September 6th, 1935 (eighty-eighth session), and transmitted to the various Governments by Circular Letter 181.1935.XI. Sixteen replies had been received up to March 15th, 1936 : *Austria* (November 9th, 1935), *Bolivia* (December 10th, 1935), *Costa Rica* (December 3rd, 1935), *Egypt* (February 18th, 1935), *Ecuador* (January 2nd, 1936), *Spain* (December 4th, 1935), *Estonia* (November 11th, 1935), *United States of America* (December 3rd, 1935), *Guatemala* (December 19th, 1935, and January 20th, 1936), *Iran* (January 30th, 1936), *Monaco* (November 18th, 1935), *Nicaragua* (December 7th, 1935), *Peru* (December 5th, 1935), *Union of Soviet Socialist Republics* (November 23rd, 1935), *Uruguay* (December 5th, 1935), *Venezuela* (January 28th, 1936).

Certain States—*Costa Rica, Egypt, Ecuador, Spain, United States of America, Uruguay*—simply acknowledged receipt of this circular letter.

Austria observed that, " as an inland country, she had no measures to take in fulfilment of the Advisory Committee's recommendations ".

Bolivia " has taken note of the Committee's recommendations regarding the measures of surveillance to be adopted at the larger seaports ".

The other countries stated that they had taken or were prepared to take the appropriate measures :

Estonia has instructed her competent authorities " to take the measures of surveillance recommended by the Committee ".

The Government of *Iran*, " aware of the gravity of the problem, has duly taken the appropriate measures. Vessels anchoring in the ports of Iran and all goods entering the country are subject to strict supervision, in fulfilment of the object pursued by the Advisory Committee ".

In *Guatemala*, " the methods recommended for preventing the smuggling of drugs, or at all events making it more difficult, have been applied for a long time past ; the maritime and Customs authorities are required to exercise strict surveillance over vessels calling at Guatemalan ports and over their crews. The Director-General of Public Health considers, however, that, if shipping companies allow persons to visit their ships when they are in port, definite hours should be fixed for those visits, when a specially strict watch could be kept by the police over the movements of passengers and visitors embarking and disembarking. He also suggests that the Committee should include in its recommendations the inspection of aircraft both on their arrival at and on their departure from airports ".

Monaco reports that, " owing to the smallness of the territory of the Principality, the functions of the Central (Narcotic) Drugs Service have been entrusted to the Public Security Police, which is also responsible for exercising supervision over the port, at which the ocean-going steamer traffic is comparatively small ".

In *Nicaragua*, "the Advisory Committee's observations and recommendations will be applied by the competent services to the greatest possible extent".

In *Peru*, the letter has been transmitted to the competent authorities, "who have been asked to devote special attention to the measures of surveillance suggested by the Opium Advisory Committee".

The *Union of Soviet Socialist Republics* explains that the regular lines of ocean-going steamers do not call at the ports of the Union of Soviet Socialist Republics. Nevertheless, the frontier-guard agents exercise strict surveillance at U.S.S.R. ports over the crews of vessels engaged in international trade and over persons visiting those vessels; in particular, they apply the measures mentioned in paragraph 2 of the Committee's recommendations.

Venezuela states that, under Article 4 of the Narcotics Law which came into force on October 8th, 1934 (a copy of the law is attached), a "strict supervision is exercised by the health officers and their staff over all ships and important shipments calling or landed at Venezuela".

VI. SITUATION IN THE FAR EAST.

POSITION IN CHINA AS REGARDS OPIUM AND OTHER NARCOTIC DRUGS.

(Circular Letter 211.1934.XI, of December 13th, 1934.)

(Further replies from Governments.)

At its eighteenth session (May-June 1934), the Advisory Committee adopted the two following resolutions:

Resolution I.

"The Advisory Committee asks the Council to request Governments having extra-territorial powers in China to take the following measures without delay, unless they have already been adopted:

"1. To deport from China all their nationals who have been convicted of taking part in the illicit manufacture of drugs in China or in the illicit traffic in such drugs in China. Once deported, these persons should not be allowed to re-enter China.

"2. Enactment of legislation which will apply in extra-territorial jurisdiction to impose adequate penalties upon their respective nationals who may in future be convicted of illicit trafficking in opium or narcotic drugs in China or of complicity in the illicit manufacture in China of narcotic drugs.

"3. Withdrawal of the protection accorded to vessels engaged in inland-water navigation in China and flying the flags of these countries when those vessels are found to be habitually employed in the illicit traffic in opium and dangerous drugs."

Resolution II.

"The Advisory Committee,

"Having examined carefully the information available to it concerning the alarming situation existing in China as regards poppy cultivation and consumption of opium; the illicit traffic in opium and its derivatives, and, above all, as regards the rapid development of clandestine manufacture of morphine and heroin in Chinese territory:

"Expresses the desire to be informed, as soon as possible, of the results of the enquiry which was announced a year ago by the Chinese Government and which was intended to serve as a basis for the establishment of a comprehensive plan to prevent illicit traffic in opium and its derivatives and to suppress immediately all illicit manufacture of opium derivatives;

"Expresses the wish that, while awaiting the results of this enquiry, the Chinese Government should take every possible step to combat the illicit traffic in opium and drugs in China and to prevent its territory from becoming a source of supply for traffickers in other countries;

"Recommends that the Council should communicate officially to the Chinese Government and the Governments of the Treaty Powers, through the Secretary-General, the Minutes of the Committee's discussion on the situation in the Far East at its sittings on May 29th and 30th, with a request for the observations of those Governments on the facts disclosed by the discussion and for their replies to the questions put in the course of this discussion."

Acting upon the Council's decision of September 7th, 1934, the Secretary-General sent a circular letter to the Governments concerned, requesting them to inform him, as soon as possible, as regards Resolution I, of the measures they have already taken or propose to take on the lines indicated by the Advisory Committee. Furthermore, in accordance with Resolution II, when transmitting to them the Minutes of the Advisory Committee's meetings on May 29th and 30th, 1934 (document C.317.M.142.1934.XI), he requested them to submit their observations on the facts disclosed by the discussion and to furnish replies to the questions raised during the debate.

In the Progress Report submitted to the Committee at its twentieth session (May-June 1935),¹ the replies received up to April 15th, 1935, were summarised. Only two replies have been received up to that date—namely, from the *Italian* and the *Netherlands* Governments.

Up to March 15th, 1936, replies have been received from the following additional countries: the *United Kingdom* (August 16th, 1935), *Denmark* (October 24th, 1935), *Sweden* (April 30th, 1935) and the *United States of America* (October 21st, 1935).

The *United Kingdom* Government, in regard to part 1 of Resolution I, states that, under Article 89 of the China Order in Council of March 17th, 1925, a British subject may be required to give security to the satisfaction of the court for his future good behaviour if he has been found guilty, *inter alia*, "of conduct which would, in the United Kingdom, constitute an offence under the Dangerous Drugs Acts of 1922 and 1923". If security is not furnished, the court may order the person's deportation from China or, alternatively, order that he report himself to such consular officer and at such periods as the court may direct. It would be undesirable to interfere with the discretion of the courts by requiring them to order the deportation. Doubtless a notorious drug trafficker would have difficulty in finding security for his good behaviour and would thus become liable to deportation.

In regard to part 2 of Resolution I, it is stated that British subjects are but rarely accused in China of such offences as are referred to in the resolution. The United Kingdom Government is, however, desirous of assisting in any way possible the suppression of the drug traffic in China, and therefore proposes shortly to increase the penalties imposable upon British subjects convicted of drug offences in China. The new penalties will be the same as those laid down in the United Kingdom by the various Dangerous Drugs Acts.

Finally, concerning part 3 of Resolution I, the United Kingdom Government states that withdrawal of protection is already provided for by the relevant regulations. The British Consul certifies that a particular vessel is entitled to British protection, and the appropriate organ of the Chinese Government then issues the necessary licence under the inland-water navigation regulations. If a vessel is found to be habitually engaged in the drug traffic, the Consul refuses to give a certificate, with the result that the vessel can no longer engage in inland-water navigation under the British flag. In practice, the real owners of vessels employed in drug traffic have always been discovered to be Chinese, but the withdrawal of protection is in no way dependent upon this and can operate equally against a British subject if necessary.

The *Danish* Government forwarded a memorandum indicating the measures already taken by it in the direction desired by the Advisory Committee. The following is a summary of this memorandum: Paragraph 6 of the Law of March 31st, 1930, concerning the manufacture and trade in opium, etc., applies to Danish subjects in China. Under this law, they are obliged—in respect of manufacture, preparation, import and export, trade and delivery of substances covered by the international Opium Conventions at any time in force between Denmark and China—to fulfil any regulations on these matters which have been or will be promulgated by the competent Chinese authorities and which are approved by the Danish Government. Contraventions of these regulations are punished with fines, detention or imprisonment up to a maximum of six months. If the punishable act has been committed for the purpose of gain or habitually, the punishment may be increased by half or, in the case of a repeated offence, may be doubled. The punishment corresponds to those applicable for corresponding offences in Denmark. The Opium Law of March 31st, 1930, contains no stipulation regarding deportation. However, if the punishable act is committed for purpose of gain or habitually, the punishment, as stated above, may exceed detention or imprisonment for six months and there is therefore the possibility of sending the accused to Copenhagen for judgment. Such a return to Denmark may, in most cases, be considered as corresponding to deportation from China. The stipulations in the Opium Law of March 31st, 1930, referred to above have been incorporated without change in the draft of a new Opium Law elaborated by the Department of the Interior. Part 3 of Resolution I, concerning withdrawal of protection afforded to vessels in China, does not give rise to any observations by the Danish Government.

The *Swedish* Government states that it will give close attention to the suggestions made by the Advisory Committee in regard to deportation and in regard to the withdrawal of protection to vessels, and will give further information regarding measures it may consider necessary to take in this respect. As regards the enactment of legislation (point 2 of Resolution I), the Swedish Government refers to the legislative dispositions of April 8th,

¹ Document C.277.M.144.1935.XI, Annex 2.

1925, concerning opium traffic and applicable to Swedish subjects in China. These provide for penalties of a fine or imprisonment up to six months. The Swedish Government does not consider it necessary, for the moment, to change the existing legislation, in view of the fact that no case of contravention has been brought to the notice of the Swedish authorities since the promulgation of the law.

The Government of the *United States of America* forwarded a detailed memorandum, of which the following is a summary. As regards part 1 of Resolution I, it is stated that the laws do not authorise the deportation from China of American citizens guilty of illicit traffic, but, if they are sentenced to substantial terms of imprisonment, they are committed to penal institutions in the United States. Such persons may be prevented from returning to China, and this has been the case in at least one instance. Further, the existing laws allow to be committed to the established narcotic farms in the United States persons who are drug addicts and who may have been convicted for drug offences in the consular courts in China. Consideration is now being given to the question of the practical necessity or desirability of recommending the amendment of the laws, so as to authorise the American authorities in China to deport from, or prohibit the return to, China of American nationals convicted of participating in the illicit traffic in China.

On the question of part 2 of Resolution I, mention is made of the existing legislation applicable to American citizens in China as follows :

1. Act of Congress approved February 23rd, 1887, as amended, enacted to carry into effect the provisions of the Treaty as to commercial intercourse and judicial procedure concluded between the United States and China on November 17th, 1880. This Act prohibits any citizens of the United States from importing, transporting, buying or selling opium in China, and also prohibits vessels owned by citizens of the United States or vessels employed or owned by a citizen of the United States, whether sailing under the American flag or not, to engage in traffic in opium between, or in, the open ports in China. The Act provides for punishments of a fine not exceeding \$500 or less than \$50. Further, all opium which is the subject of illicit traffic shall be forfeited to the United States for the benefit of China.

2. Act of Congress approved March 3rd, 1915, to regulate and control the practice of pharmacy and sale of poisons in American consular districts in China. Paragraph 6 of this Act forbids any person, firm or corporation whose permanent allegiance is due to the United States to sell, furnish, or give away any narcotic drugs except upon the original written order or prescription of a recognised and reputable practitioner of medicine, dentistry or veterinary medicine. Paragraph 11 provides for penalties of a fine of not less than \$50 and not more than \$100 or of imprisonment for not less than one month and not more than 60 days or of both such fine and imprisonment. It is further stated that, if the offence be continuing in its character, each week or part of a week during which it continues shall constitute a separate and distinct offence.

Paragraph 2 provides that an applicant for a licence to practise pharmacy shall submit evidence to the satisfaction of an American consul that he is of a good moral character and not addicted to the use of narcotic drugs; and paragraph 4, that the licence may be withdrawn if the holder is addicted to any narcotic drugs in such manner and to such extent as to render it expedient that, in the interest of the public, the licence be cancelled.

3. Paragraph 4 of the Narcotic Drugs Import and Export Act as amended penalises the possession of smoking-opium and appears to be applicable to all persons subject to the jurisdiction of the United States, including, presumably, American nationals in extra-territorial countries, including China.

The memorandum further states that it is possible that other provisions of the laws of the United States relating to narcotic drugs might apply to American citizens in China, and consideration is being given to the question whether it is necessary or desirable to make more explicit provision for the application to American nationals in China of the general laws of the United States designed to prohibit the illicit traffic in opium and other narcotic drugs.

With regard to part 3 of Resolution I, it is stated that no vessel flying the American flag and engaged in inland-water navigation in China has ever been found to be habitually employed in the illicit traffic. In such an event, the United States Government would, upon receipt of satisfactory evidence, withdraw its protection from such vessels and inform the appropriate Chinese authorities accordingly.

As regards Resolution II, the Government of the United States submits some observations in addition to the facts brought out in the discussion which took place at the Opium Advisory Committee's meeting on May 29th and 30th, 1934. These observations may be summarised as follows :

From the data hitherto available, it is estimated that some 90% of the world's production of opium is grown in China, which represents a practically unlimited supply of raw material for the manufacture of narcotic drugs. The Chinese Government therefore, it is felt, rests under a heavy responsibility to the other nations of the world, not only to reduce drastically the opium production, but also to ensure meanwhile that the raw opium produced in China is not

diverted from medical and scientific use to supply the demands of addiction in China or in the rest of the world. It is hoped that the measures taken by the Chinese Government since the spring of 1934 may speedily result in effective and material reduction in the large amount of raw opium produced in China, and in the production and consumption of prepared opium. In order that other nations may be kept informed of the progress made by the Chinese Government, the United States Government expresses the hope that the Chinese Government will publish annually detailed statistics by provinces of the areas planted with the poppy, the production of raw opium, the movement of opium, both raw and prepared, and the quantities of raw opium used for producing opium prepared for smoking, as well as detailed figures showing stocks at the end of each year and of revenue obtained from the traffic.

The United States Government further expresses the hope that the Chinese Government will render more effective its prohibition of the importation into China of Iranian or other foreign opium, that the British Government will continue to supply, as in the past, details in regard to the movement of opium from the Persian Gulf, and that the Chinese Government will submit, and the Secretary-General will transmit, to all parties to the 1931 Convention, in accordance with Article 23, individual reports of all important cases of illicit traffic and of clandestine manufacture discovered in China.

Similar hopes are expressed that the authorities of the International Settlement of Shanghai will continue to send in their valuable reports on individual cases of illicit traffic, that these will be circulated by the Secretary-General to the parties to the 1931 Convention, and that similar reports will continue to be submitted and circulated in regard to other foreign concessions in China.

The United States Government points out that statistics of the import of acid acetic anhydride provide a barometer of clandestine manufacture of heroin, and it therefore hopes that the Chinese Government will publish statistics of the import into China of this product by the various ports, and that similar statistics will be published showing imports into the Kwantung Leased Territory and into Manchuria and Jehol.

The following countries have not yet communicated their replies to Circular Letter 211.1934.XI : *Belgium, Brazil, China, Spain, France, Japan, Luxemburg, Norway, Portugal and Switzerland.*

VII. INDIAN HEMP ENQUIRY.

SITUATION AS REGARDS THE CONTROL OF CANNABIS (HEMP) AND DRUGS DERIVED FROM CANNABIS.

This question forms the subject of documents O.C.1542(k), (l) and (m).

VIII. CONVENTION OF 1925 : ARTICLES 8 AND 10.

APPLICATION OF THE PROVISIONS OF THE GENEVA OPIUM CONVENTION OF 1925 TO CERTAIN PREPARATIONS COVERED BY THE CONVENTION OF 1931.

Application of Article 8 of the 1925 Convention to Sterilised Solutions of Morphine and Atropine or of Eucodal and Atropine.

The Advisory Committee, at its eighteenth session, examined the Egyptian Government's request that certain sterilised solutions of morphine and atropine or of eucodal and atropine which, by decision of the Health Committee, were exempted from the Geneva Opium Convention of 1925, in virtue of Article 8 of that instrument, should again be made subject to the provisions of the said Convention. This request, transmitted to the Health Committee under the procedure laid down in Articles 8 and 10 of the 1925 Convention, was submitted by the Health Committee for examination to the Permanent Committee of the Office international d'Hygiène publique, whose conclusions, adopted at its session in May 1935, were as follows :

By decision of the Health Committee (October 12th, 1931), the sterilised solutions of morphine or of eucodal and of atropine containing not more than 2 % of morphine salt or eucodal salt and not less than 0.05 % of atropine salt and supplied in ampoules of 1.1 c.c. were exempted from the provisions of the Geneva Convention of 1925 (by application of Article 10).

In a letter of February 26th, 1934, and a number of subsequent communications, the Egyptian Government informed the Secretary-General that the importation into Egypt of a large quantity of ampoules of 2 % morphine and of atropine had been observed, that the sale of these drugs had considerably increased, that the drug addicts used large quantities of them as a substitute for other dangerous drugs, and, lastly, that cases had occurred of as many as twenty-four ampoules being consumed in a single day. In view of these facts, the Egyptian Government requested that the Health Committee's decision should be annulled.

The question had to be examined from two aspects : on the one hand, it appeared necessary to make a chemical analysis of the ampoules sold on the Egyptian market in order to ascertain that their composition corresponded exactly to the formula laid down by the Health Committee; on the other hand, since tolerance of atropine appeared, according to the Egyptian Government's information, to be greater than the experts of the Office had supposed, the reasons for which the Health Committee had agreed to exempt this preparation in 1931 should be reconsidered.

A number of chemical analyses have been made.

The first analysis, at the Egyptian Government laboratory, showed that the contents of the ampoules in question corresponded exactly to the formula laid down by the Health Committee.

Two other analyses have been made at the instance of the Health Section—one at the Institute of Pharmaceutical Chemistry of the Geneva University, by Professor E. Chrcbuliez; the other at the Pharmaceutical Institute of the Federal Polytechnic School at Zurich, by Professor R. Eder.

The ampoules were supplied by the Egyptian Government itself in two boxes, one of which—analysed at Zurich—was found to correspond to the Health Committee's formula, while the other—analysed at Geneva—revealed the presence of one-tenth of the quantity of atropine.

Since the ampoules in question all came from a French factory (Laboratoires Clin, of Paris), it was decided to make a fresh analysis of ampoules purchased in France. The results of these analyses, which were made by Professor Chrcbuliez and Professor Eder, agreed with each other and with the Health Committee's formula.

There were two reasons why the Health Committee had agreed to exempt this preparation in 1931 : in the first place, the presence of at least $\frac{1}{2}$ milligramme of atropine seemed sufficient to prevent any abuse of the preparation ; on the other hand, in order to make it " practically impossible " to recover the contents, it provided that this product should be sold in ampoules.

The fresh examination of the question just made by the Committee of the Office international d'Hygiène publique shows that tolerance of atropine is much greater than appeared to be the case in 1931. This has been proved by experience in recent years. One of the pharmacological experts of the Office international d'Hygiène publique (Professor Modrakowski, of Warsaw) reported the use of atropine in cases of disseminated sclerosis and in cases of Parkinson's disease in daily doses amounting to as much as 20 milligrammes and even 30 milligrammes over a period of several weeks and even months. Another pharmacological expert (Professor Straub, of Munich) knew of cases in which 90 to 150 milligrammes of atropine had been taken without serious damage to health.

In view of this further information regarding the action of atropine, the Permanent Committee of the Office international d'Hygiène publique has given the following opinion :

" In consideration of the facts noted by the Egyptian Government regarding the use by drug addicts of ampoules containing solutions of 2% of morphine salts and 0.05% of atropine salts ;

" In consideration of the experiments made, especially at Warsaw, regarding the therapeutic use of much larger doses of atropine than those hitherto considered as the maximum tolerable doses :

" The Committee of the Office international d'Hygiène publique is of opinion that there is no justification for granting exemption under Article 8 of the 1925 Geneva Opium Convention to solutions containing not more than 2% of eucodal salts or morphine salts and not less than 0.05% of atropine salts, even if these solutions are supplied in ampoules of 1.1 c.c."

As a result of this opinion, the Health Committee, at its twenty-second session (October 7th to 14th, 1935), passed the following decision, of which the Council took note on January 23rd, 1936 (ninetieth session) :

" The Health Committee,

" After noting the report of the Permanent Committee of the Office international d'Hygiène publique ;

" In view of the possibilities of the illicit use of sterilised solutions of morphine or eucodal with atropine ;

" And in view of facts suggesting that the maximum dose of atropine is much higher than has been previously thought :

" Resolves that the exemption granted to these solutions under Article 8 of the 1925 Convention by a previous decision of the Health Committee should now be rescinded and that these solutions should again come under the control provided by the Convention."

Application of Article 10 of the 1925 Convention to Paracodine and Perparine.

The Committee decided, at its eighteenth session, to refer the Hungarian Government's request (letter of June 27th, 1935) concerning paracodine and perparine to the Health Committee, which would be invited to apply to these products the procedure laid down in Article 10 of the 1925 Convention. The Health Committee, which considered the question on October 10th, 1934, submitted it for examination to the Permanent Committee of the Office

international d'Hygiène publique, whose conclusions, adopted at its session in May 1935, were as follows :

(a) *Paracodine*.

Paracodine is a derivative of codeine. It is a harmless substance from the point of view of drug addiction and its action is of the same kind as that of codeine but is three or four times as strong. There is no indication in medical literature that a prolonged use of paracodine has created drug addiction.

On the other hand, it is easy to convert this substance into dihydromorphine, of which paramorphane (registered trade name) is a salt, and which was made subject to the provisions of the 1925 Convention by a previous decision of the Health Committee.

From the legal point of view, the possibility of placing paracodine under the control provided for narcotic substances differs according to whether it is considered from the angle of the 1925 Convention or the 1931 Convention.

According to the 1925 Convention, the possibility of converting a harmless substance into a narcotic substance is not a sufficient reason to place it under control; it is, therefore, not possible to apply Article 10 of that Convention to paracodine.

On the other hand, substances such as eugonine, thebaine, benzylmorphine, etc., which are not narcotic drugs but are convertible into narcotic substances, come under the 1931 Convention (Article 1, Group I, sub-group (b)). But the effect of this Convention can only be extended to substances which had not come into use on the date when it was signed. As paracodine was already known and used on that date, it cannot be assimilated to the substances mentioned in Article 1, Group I, sub-group (b). Therefore, from the strictly legal point of view, neither the 1925 Convention nor the 1931 Convention is applicable to paracodine, though the reasons are different in the two cases.

The legal position is further complicated by the fact that paracodine is a derivative of codeine. If the narcotic properties of paramorphane are regarded as justifying the control over the "mother" substance, they should also justify it in the case of the "grandmother" substance—i.e., codeine. The latter, however, does not come under the 1925 Convention, while under the 1931 Convention it is subject to special provisions applicable to the substances belonging to Group II (Article 1).

It is obviously for the Advisory Committee on Traffic in Opium and Other Dangerous Drugs to find a solution for the legal difficulties which may arise. From the purely technical point of view, the Permanent Committee of the Office international d'Hygiène publique considers (1) that paracodine is not liable to cause drug addiction; (2) that it is convertible into a narcotic substance and should be placed under the same control as codeine.

(b) *Perparine*.

Perparine—which is a derivative of papaverine—belongs, like the latter, to the isoquinoline group of opium alkaloids, but does not at present come under the 1925 Convention. Its action is three or four times as strong as that of papaverine, which it resembles in quality. It does not possess any narcotic properties and cannot be converted into a narcotic drug.

Consequently,

"The Permanent Committee of the Office international d'Hygiène publique,

"Noting that perparine is not liable to cause drug addiction and is not convertible into a narcotic substance :

"Proposes that it should not be subjected to the provisions of the 1925 Convention."

As a result of this opinion, the Health Committee, at its twenty-second session (October 7th to 14th, 1935) adopted, with reference to these two preparations, the following decisions, of which the Council took note on January 23rd, 1936 (ninetieth session) :

" *Paracodine*.

"The Health Committee,

"After noting the report of the Permanent Committee of the Office international d'Hygiène publique ;

"Considering that paracodine, although not in itself a habit-forming drug, may be converted into such a drug :

"Declares that paracodine should be brought under control similar to that provided for in the case of codeine under the 1931 Convention."

" *Perparine*.

"The Health Committee,

"After noting the report of the Permanent Committee of the Office international d'Hygiène publique, stating that perparine is a substance which is neither habit-forming nor convertible into a habit-forming drug :

"Declares that it is not necessary to bring perparine within the scope of the Opium Conventions."

Application of Article 10 to Preparations based on Extract or Tincture of Indian Hemp.

The Egyptian Government proposed (October 27th, 1933) that Article 10 should be applied to five specified preparations with a base of extract or tincture of Indian hemp; this request was subsequently extended (letter of May 28th, 1934) to include all preparations based on galenical preparations of Indian hemp—"at any rate, those containing a definite proportion of the extract or tincture of Indian hemp"—as the fact that the Geneva Opium Convention of 1925 has not placed the preparations based on galenical preparations of Indian hemp under control has, in the Egyptian Government's opinion, permitted of the manufacture of compounds containing a large proportion of galenical preparations of Indian hemp, which can be used in place of Indian hemp and its galenical preparations.

The Egyptian Government's proposal, therefore, was that the wording of Article 4, paragraph (f), of the 1925 Convention shall be made both more logical and more effective. Indeed, the very reason for which the 1925 Conference placed the galenical preparations of Indian hemp under control should also induce it to bring preparations based on galenical preparations under the Convention. Between the action of the tincture or extract of Indian hemp and the action of any preparation containing 80, 90 or 99% of one of these galenical preparations, there is not such a difference as to justify the placing of the latter on the open market, while the galenical preparations themselves are subject to control on account of their narcotic character. The Permanent Committee of the Office international d'Hygiène publique, to which the question was submitted for an opinion, proposes that these secondary preparations be placed under the same control as the galenical preparations themselves.

As a result of this opinion, and in application of Article 10 of the 1925 Convention, the Health Committee, at its twenty-second session (October 7th to 14th, 1935), took the following decision, which the Council noted on January 23rd, 1936 (ninetieth session):

"The Health Committee,

"After noting the report of the Permanent Committee of the Office international d'Hygiène publique:

"Is of opinion that preparations made from tincture or extract of Indian hemp may lead to the same abuses and may produce similar ill-effects to those resulting from use of the tincture or extract of Indian hemp themselves, and consequently decides that these preparations shall be brought within the control of the 1925 Convention."

NOTIFICATION CONCERNING THE MANUFACTURE IN FRANCE OF A NEW DRUG (DELCAINE, HYDROCHLORIDE OF DEXTRO-PSEUDO-COCAINE).

(Circular Letter 128.1934.XI, of July 20th, 1934.)

The Committee was advised at its nineteenth session that the Secretary-General, by Circular Letter 128.1934.XI, of July 20th, 1934, had informed the Governments parties to the 1931 Convention, and also the League of Nations Health Committee, that the French Government had notified him, on May 7th, 1934, under Article 11, paragraphs 1 and 2, of the Limitation Convention, of the manufacture in France of a new drug—delcaine. The Health Committee, in conformity with Article 11, paragraph 3, took measures to decide whether delcaine could produce drug addiction or, if the answer was in the negative, whether it could be converted into cocaine or any other narcotic substance. The Committee, after hearing the opinion of several of its members who took part in the preparation of the list of substances covered by the 1931 Convention, decided to await the Health Committee's decision before expressing an opinion.

The Permanent Committee of the Office international d'Hygiène publique, to which this question was submitted for an opinion, expressed the following opinion in its report (document C.H.1266):

"Delcaine is the hydrochloride of dextro-pseudo-cocaine, another salt of which—i.e., the tartrate—has been manufactured in Germany since 1932 under the name of psicaine. While delcaine is manufactured in France from the alkaloids of coca leaves by double isomerisation, psicaine is prepared synthetically.

"Further, a substance was manufactured in the Netherlands even before 1925 under the name of depseaine, which is also the hydrochloride of dextro-pseudo-cocaine.

"As regards the narcotic properties of psicaine and delcaine, the experts of the Office international d'Hygiène publique have stated that no case of drug addiction caused by these substances is known. At the most, in some particular cases, a very slight euphoria was observed similar to that produced by cocaine and of short duration.

"It may be assumed that 'pseudo-cocaine administered by intravenous injections might possibly be used as a substitute in cases of cocaine addiction, provided the injections are repeated, . . . but there is no proof that it has been used in this manner by drug addicts'.

"The Committee of Experts does not believe that pseudo-cocaine can be converted into any narcotic substance.

"In conclusion, the Committee of the Office international d'Hygiène publique draws attention to the fact that it is not impossible that some day an improper use may be made of delcaine similar to that made of cocaine; but, since it has no knowledge of any case of

drug addiction caused by this substance or of any improper use of this drug, it considers that it would be premature to propose that the provisions of the Geneva Convention of 1925 should be applied to it.

"The conversion of *deleaine* into a substance likely to give rise to the same abuse as the drugs mentioned in Group I, sub-group (a), of the Geneva Convention of 1931 is not at present possible."

On the basis of this opinion, the Health Committee, at its twenty-second session, adopted the following decision, of which the Council took note on January 23rd, 1936 :

"The Health Committee.

"After considering the report of the Permanent Committee of the Office international d'Hygiène publique :

"Noting that *deleaine* is not a habit-forming drug and that it cannot be converted into a substance producing ill-effects similar to those of substances mentioned in the 1931 Convention :

"Considers that it is not necessary to bring *deleaine* within the scope of the Opium Conventions."

IX. CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS (1931).

INTERPRETATION OF ARTICLES 10, 11 AND 17.

(Circular Letter 87.1934.XI, of June 15th, 1934.)

(Further replies from Governments.)

On June 15th, 1934, the Secretary-General sent to Governments a circular letter communicating the recommendations adopted by the Advisory Committee at its seventeenth session (October-November 1933) regarding a defect in the drafting of Article 10 and the interpretation of Articles 11 and 17 of the Limitation Convention. When the last report was drawn up, thirty-three States had forwarded their replies. Since then the following countries have replied :

Hungary, in a letter dated February 10th, 1936, following on her letter of December 22nd 1934, "accepts the interpretation of Articles 10, 11 and 17 of the Convention as formulated in Circular Letter 87.1934.XI, but desires, nevertheless, to stress the fact that this statement must not be taken as signifying that the Royal Hungarian Government would be prepared to enter into an obligation to the effect that the royal courts, acting independently and not on instructions from the Government, if the question of interpretation arose in cases pending before those tribunals, in connection with the text of the aforesaid Convention, would, for their part, regard the interpretations forming the subject of the Secretary-General's aforesaid letter as binding and authoritative".

Portugal (May 13th, 1935) states that, "after having consulted the Permanent National Committee on Traffic in Opium, it accepts the interpretations of Articles 10, 11 and 17 of the 1931 Convention, in conformity with the proposals of the League of Nations Advisory Committee referred to in Circular Letter 87.1934.XI".

It may be noted that the States parties to the Convention which have not replied within the time-limit named in the circular letter are regarded as having accepted the interpretation of Articles 10, 11 and 17 given therein. The following are the States in question : *Brazil, Colombia, Cuba, Dominican Republic, Spain, Monaco, Nicaragua, Netherlands, Peru, Roumania, San Marino, Salvador, Switzerland, Czechoslovakia*.

Further, since December 31st, 1934, the following States have acceded to the Convention : *Afghanistan, Ecuador, Estonia, Japan, New Zealand, Panama, Union of Soviet Socialist Republics*.

INTERPRETATION OF ARTICLE 13, PARAGRAPH 2(b).

(Circular Letters 192.1934.XI, of November 30th, 1934, and 201.1935.XI, of December 10th, 1935.)

(Further replies from Governments.)

The Advisory Committee, during its eighteenth session (May-June 1934), considered the question of the interpretation of the following reference in Article 13, paragraph 2(b), of the Limitation Convention of 1931 to "compounds containing any of these drugs which are adapted to a normal therapeutic use". It proposed to forward to the Governments for their information an opinion as to the meaning of this reference from the medical point of view expressed by the Health Committee of the League of Nations.

The Secretary-General was instructed by the Council on September 7th, 1934 (eighty-first session), to give effect to this proposal, and he duly communicated it to the Governments for their information in Circular Letter 192.1934.XI, of November 30th, 1934.

The replies of the Governments to the circular letter were analysed in the previous progress report.¹

The Secretariat has since received a reply from *Honduras* (April 11th, 1935) noting the communication, and from *Portugal* (May 14th, 1935) stating that the Directorate of the Health and Hygiene Services of the Government-General of the Colony of Mozambique accepts "the suggestion submitted by the Health Committee of the League of Nations, in regard to the dosage of codeine and dionine in the compounds of drugs, so far as preparations adapted to a normal therapeutic use are concerned".

At its twentieth session (May 20th to June 5th, 1935), the Advisory Committee on Traffic in Opium and Other Dangerous Drugs came to the conclusion that account must be taken of the growth of the medical use of codeine as a morphine substitute and the possibility that the former might take the place of the latter as a drug of addiction. It adopted the following resolution :

"The Advisory Committee discussed the question of the exemption from the import-certificate system, under Article 13, paragraph 2, of the Limitation Convention, of compounds of codeine and dionine adapted to a normal therapeutic use. With a view to securing uniformity in the application of the Convention, it decided to recommend to Governments the acceptance by them of the following resolution passed by the Health Committee at its twentieth session :

"The Health Committee considers that, in the case of dry preparations (pills, tablets, etc.) containing codeine and dionine, those which contain not more than 0.1 gramme of either substance (this being the highest of the maximum doses prescribed in the majority of pharmacopœias) might be regarded as "adapted to a normal therapeutic use", while, in the case of solutions, the definition is applicable to those in which the proportion included does not exceed 10% . . ."

"The Advisory Committee draws the attention of Governments to the advisability of allowing exemption from the import-certificate system, in respect of solid compounds, only in the case of pharmaceutical compounds in which codeine or dionine is associated with other medicinal substances. In the case of liquid compounds, the Committee recommends that exemption from the import-certificate system should not be allowed in respect of compounds consisting of a solution of codeine or dionine in one or more inert fluids."

The Advisory Committee's interpretation contained in the last paragraph of the foregoing resolution is in accordance with the opinion repeatedly expressed by the Health Committee (see, for instance, the Minutes of the Sixteenth Session of the Health Committee, document C.627.M.248.1930.III, page 128) that preparations in which alkaloids are associated with inert substances, whether dry or liquid, should be regarded as pure alkaloids.

The resolution was approved by the Council on September 6th, 1935 (eighty-eighth session), and communicated by the Secretary-General to the Governments on December 10th, 1935, in Circular Letter 201.1935.XI.

The following eight countries sent replies to the Secretariat prior to March 15th, 1936 : *Albania* (January 20th, 1936), *Egypt* (December 31st, 1935), *Estonia* (December 28th, 1935), *United States of America* (December 28th, 1935), *Peru* (January 22nd, 1936), *Poland* (February 28th, 1936), *Switzerland* (January 7th, 1936), *Uruguay* (February 20th, 1936).

Albania and *Egypt* acknowledged the receipt of the communication. *Peru* stated that the letter had been forwarded to the competent authorities.

Estonia stated that the interpretation suggested by the Advisory Committee was at all points in conformity with the views of the competent Estonian authorities. The import into Estonia of the compounds mentioned in Circular Letter 201.1935.XI had hitherto been very rare. Only small quantities had been imported, and all such compounds were made up by pharmacists in the country, in accordance with the prescriptions given by doctors.

The Secretary of State of the *United States of America* stated that the import into the United States of codeine and dionine and of preparations and compounds of these substances was prohibited by law. The export from the United States of codeine and dionine and of preparations and compounds of these substances was subject to the same restrictions as all other derivatives of opium and preparations and compounds of these derivatives. The export of the preparations and compounds mentioned in Circular Letter 201.1935.XI could therefore only be effected under an export permit, and such permits were only granted against the production of an import certificate. The recommendation of the Advisory Committee would be brought to the attention of the authorities of the Philippine Islands.

Poland declared that the competent authorities had noted the contents of the circular letter and were prepared to conform with the resolution of the Advisory Committee.

Switzerland stated that account would be taken of the resolution of the Advisory Committee in the new draft Federal law relating to narcotics.

¹ Document C.277.M.144.1935.XI, Annex 2.

Uruguay intimated that the competent bodies of the Republic of Uruguay accepted the resolution of the Advisory Committee, in view of the fact that the object of the resolution was to secure uniformity in the application of the Convention of 1931. It was, nevertheless, emphasised that Uruguay had not only maintained all the systems of control embodied in the Conventions which it had signed, but that, in many cases, Uruguay had acted in advance of the League by proposing administrative measures based on a desire to exercise as complete a control as possible over the licit and illicit traffic, both within her own territory and in the international field.

APPLICATION OF ARTICLE 10 : IMPORTS AND EXPORTS OF DIACETYLMORPHINE.

(Circular Letter 183.1935.XI, of November 14th, 1935.)

.(Replies from Governments.)

At its twentieth session, the Advisory Committee endeavoured to solve certain difficulties connected with the application of Article 10 of the 1931 Convention, as regards exports and imports of diacetylmorphine (heroin). The Committee adopted a resolution in which it noted the efforts made by the countries which export diacetylmorphine to apply Article 10, and observed that an exporting country cannot carry out the provisions of paragraph 2 of Article 10 unless the Government of the importing country carries out its obligation under Article 10 of making a formal request asking that the export should be permitted, and of forwarding to the Government of the exporting country this request, together with an import certificate in which the Government Department to which the drugs should be consigned is clearly designated. In the same resolution, it requested the Secretariat to write to the Governments of all countries importing or exporting diacetylmorphine, drawing their attention to the terms of Article 10.

Acting upon instructions adopted by the Council on September 6th, 1935 (eighty-eighth session), the Secretary-General, in a circular letter dated November 14th, 1935 (C.L.183.1935.XI), communicated the resolution to Governments and requested them to put it into force if imports or exports of diacetylmorphine took place.

The Secretariat has received replies from the following twenty countries : *Union of South Africa* (January 24th, 1936), *Canada* (January 7th, 1936), *Costa Rica* (December 3rd, 1935), *Egypt* (November 30th, 1935), *Ecuador* (January 2nd, 1936), *Spain* (December 13th, 1935), *Estonia* (November 20th, 1935), *United States of America* (January 7th, 1936), *India* (November 27th, 1935), *Iceland* (January 29th, 1935), *Latvia* (January 9th, 1936), *Nicaragua* (December 16th, 1935), *Netherlands* (December 18th, 1935), *Peru* (December 10th, 1935), *Poland* (February 4th, 1936), *Siam* (February 26th, 1936), *Switzerland* (December 4th, 1935), *Turkey* (January 13th, 1936), *Uruguay* (December 17th, 1935) and *Venezuela* (January 3rd, 1936).

Canada, *Netherlands*, *Siam*, *Switzerland* and *Uruguay* stated that they were complying with the provisions of Article 10.

The *Netherlands* state that the import of diacetylmorphine is forbidden in their country in Europe because the drug is manufactured there, while the oversea territories do not export diacetylmorphine and the import is made exclusively by the Government. For each import, an import certificate is forwarded, accompanied by a request to the Government of the exporting country. The import certificate specifies the Government Department to which the drug is to be sent.

Siam states that the Department of Public Health, the sole authorised importer of narcotics in Siam, has already, in the importation of diacetylmorphine, conformed to the procedure specified in Article 10, paragraph 2.

Iceland, *Poland* and the *United States of America* do not produce diacetylmorphine, and therefore do not export it. The importation of the drug into the United States is not permitted, while the police authorities in Poland do not deliver import or export certificates for the drug. Diacetylmorphine is not imported into Iceland unless accompanied by an export authorisation from the exporting country and an import certificate made out by the authorities in Iceland.

The *Union of South Africa* stated that the procedure in Article 10 of making a formal request was being followed by the Government.

India drew attention to an amendment of its Dangerous Drugs (Import, Export and Trans-shipment) Rules 1933 :

" In the case of exports of diacetylmorphine or its salts, or of preparations containing diacetylmorphine or its salts, a dangerous drug is to be exported to a country in which diacetylmorphine is not manufactured at a request received direct from a Government Department of such country and is to be consigned to the Government Department specified in the import certificate."

Costa Rica and *Venezuela* stated that the import of diacetylmorphine into their respective countries was completely prohibited.

Latvia informed the Secretariat that the import as well as the use of diacetylmorphine was forbidden by a decree issued by the Department of Public Health on March 20th, 1935.

Turkey informed the Secretariat that, since the application of the law which instituted the Drug Monopoly in Turkey, the import certificates had been drawn up in the name of the Drug Monopoly (a branch of the official State Department). Since that time, no delivery to private citizens of import certificates had taken place, nor any import of drugs in their name. Consequently, the resolution of the Opium Advisory Committee had been applied in Turkey since the creation of the Monopoly. As to the export of diacetylmorphine, it was stated that Turkey did not export the drug.

The following countries acknowledged receipt of the circular letter : *Egypt, Ecuador, Spain, Estonia, Nicaragua, Peru.*

QUESTION OF THE ABOLITION OR RESTRICTION OF THE USE OF DIACETYLMORPHINE.

(Circular Letter 61.1934.XI, of May 12th, 1934.)

The Secretary-General, on the proposal of the Advisory Committee, approved by the Council on January 20th, 1934 (seventy-eighth session), drew the attention of the Governments in Circular Letter 61.1934.XI, of May 12th, 1934, to Recommendation VI of the Final Act of the Conference of 1931 for limiting the Manufacture of Narcotic Drugs, requesting those which had not already done so to communicate their observations upon this recommendation. The text of the recommendation was as follows :

" The Conference,

" Recognising the highly dangerous character of diacetylmorphine as a drug of addiction and the possibility in most, if not all, cases of replacing it by other drugs of a less dangerous character :

" Recommends that each Government should examine, in conjunction with the medical profession, the possibility of abolishing or restricting its use, and should communicate the results of such examination to the Secretary-General of the League of Nations."

The replies which had reached the Secretariat prior to the last session of the Committee were communicated in document O.C.1589, noted by the Committee and forwarded to the Governments for their information. The replies since received by the Secretariat have also been communicated to the Committee and to the Governments in document O.C.1589(a).

X. SUPERVISORY BODY AND PERMANENT CENTRAL BOARD.

The Supervisory Body, since the twentieth session of the Advisory Committee, has held its seventh (August 16th to 24th, 1935) and eighth (October 3rd to 12th, 1935) sessions, and has communicated to Governments the statement on world requirements of narcotic drugs in 1936 (document C.429.M.220.1935.XI), as well as the first, second, third, fourth, fifth and sixth supplements to the statement of estimates for 1935, numbered respectively C.462(a), (b), (c), (d), (e), (f).M.198(a), (b), (c), (d), (e), (f).1934.XI.

The following two documents submitted to the Council by the Permanent Central Opium Board have been communicated to the Advisory Committee :

Report to the Council on the Work of the Central Board during its Twenty-second, Twenty-third, Twenty-fourth and Twenty-fifth Sessions (document C.364.M.185.1935.XI).

Report to the Council. Statistics relating to the Year 1934 furnished to the Central Opium Board in accordance with the Conventions of 1925 and 1931 (document C.1.M.1.1936.XI).

ANNUAL STATEMENT OF THE SUPERVISORY BODY ON THE ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS : PROPOSED ALTERATION OF THE LATEST DATE OF ISSUE.

At its eighth session (October 1935), the Supervisory Body adopted a resolution in which, after drawing the Council's attention to the shortness of the period of time (from August 1st to November 1st) allowed it by the 1931 Convention in which to examine the estimates furnished so as to enable it to compile the statement of estimates provided for in Article 5 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, it suggested that this period should be extended. On January 20th, 1936 (ninetieth session), the Council adopted a resolution in which the Secretary-General was instructed :

" To write to the Governments parties to the 1931 Convention invited to take part in the Conference which will meet to consider the draft Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, pointing out, on behalf of the Council, the

desirability of empowering their delegates to this Conference to conclude an administrative agreement to the above effect."

The resolution and Minutes of the Council meeting on January 20th, 1936, were brought to the knowledge of Governments in Circular Letter 19.1936.XI, dated February 11th, 1936.

All Governments were asked to state, if possible before May 15th, 1936, whether they were in agreement with the suggestion contained in that resolution and, if so, whether they would empower their representatives at the Conference to conclude an administrative agreement for the purpose mentioned therein.

XI. CONVOCACTION OF A CONFERENCE TO CONCLUDE AN INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.

(Circular Letters 113.1935.XI, 9.1936.XI, 17.1936.XI, 18.1936.XI.)

At its eighty-sixth session (May 1935), the Council studied the question of convening a conference to examine the draft International Convention for the Suppression of the Illicit Traffic in Dangerous Drugs. The observations made by Governments with regard to certain articles of the draft Convention had raised important questions touching, not only upon some of the principles on which the draft Convention was based, but also upon some of the principles of national legislation. Consequently, the Council decided, before summoning the conference, to entrust to a Committee of Experts the further revision of the text of the Convention, with a view to removing the difficulties to which Governments had drawn attention and taking account of the suggestions made by them which had a direct bearing on the aims of the Convention.

The Council invited the Governments of the following countries to appoint representatives to serve on the Committee of Experts : Austria, the United Kingdom, Canada, Chile, Czechoslovakia, France, Greece, India, Italy, Japan, the Netherlands, Poland, Spain, Sweden and the Union of Soviet Socialist Republics. This invitation was declined by Sweden.

The International Criminal Police Commission at Vienna was also invited to co-operate in the Committee's work.

The Committee of Experts met at the League Secretariat from December 9th to 17th, 1935, under the chairmanship of His Excellency M. de Reffye. As the basis of its work, it adopted the text of the draft Convention as drawn up for the second consultation of Governments.

On January 20th, 1936 (ninetieth session), the Council took note of the Committee's report, to which was attached the revised draft Convention (document Conf.S.T.D.2). In accordance with the decision taken by the Council at its May 1935 session, this had already been communicated to States Members and non-members of the League (Circular Letter 9.1936.XI, dated January 13th). The Committee requested the Secretary-General to convene a conference for the purpose of concluding a Convention and to invite the representatives of the Members of the League and various non-member States to be present, this conference to meet, June 8th, at the League of Nations Secretariat. The Secretary-General was also instructed to invite the International Criminal Police Commission, of Vienna, to take part in the work of the conference in a consultative and expert capacity. He was likewise asked to request the various Governments to submit their observations on the new clause inserted by the Committee of Experts (Article I, paragraph 2(b)), whereby the contracting parties agree to make the necessary legislative provisions for severely punishing, particularly by imprisonment, " the cultivation, gathering and production in contravention of national law, with a view to obtaining narcotic drugs ". At a later meeting of the Council, M. Limburg (Netherlands) was appointed President of the Conference. These decisions were communicated to Governments by Circular Letters 17.1936.XI and 18.1936.XI, together with the report addressed to the Council by the Committee of Experts, and their attention was drawn to the clause inserted by that Committee in paragraph 2(b) of Article I; they were requested to communicate, if possible before May 15th, 1936, any observations they might wish to make in regard to this new clause.

XII. LAWS AND REGULATIONS IN FORCE.

PREPARATION OF A SCHEME FOR THE STUDY OF EXISTING LEGISLATION WITH A VIEW TO ENSURING THE APPLICATION OF THE CONVENTIONS AND AGREEMENTS CONCERNING THE TRAFFIC IN DANGEROUS DRUGS.

This subject is dealt with in document O.C.1631.

PHARMACY CONTROL : REGULATIONS APPLICABLE TO THE PRACTICE OF THE PROFESSION OF PHARMACY, THE CONDITIONS UNDER WHICH THE SALE OF DANGEROUS DRUGS BY PHARMACISTS IS PERMITTED, AND THE SUPERVISION EXERCISED OVER THE PURCHASE AND SALE OF SUCH DRUGS.

(Circular Letter 105.1932.XI, of July 27th, 1932.)

This subject is dealt with in document O.C.1632.

UNIFICATION OF DRUG CONTROL.

(Circular Letter 62.1934.XI, of May 7th, 1934.)

This subject is dealt with in document O.C.1636.

TRANSMISSION OF A QUESTIONNAIRE CONCERNING EXISTING TREATIES WHICH PROVIDE FOR EXTRADITION FOR OFFENCES AGAINST DRUG LAWS.

(Circular Letter 22.1936.XI, of February 8th, 1936.)

In accordance with the recommendation made by the Committee in its report on the work of its nineteenth session, the Secretary-General transmitted to Governments by Circular Letter 22.1936.XI, dated February 8th, 1936, a questionnaire concerning existing treaties which provide for extradition for offences against the drug laws, and requested them to furnish him with such information regarding the question of extradition as might be of use to the Conference which will meet on June 8th, 1936, for the purpose of concluding an international convention for the suppression of the illicit traffic in dangerous drugs.

XIII. QUESTIONS WHICH CONCERN BOTH THE ADVISORY COMMITTEE AND THE HEALTH COMMITTEE.

RESEARCH WORK WITH A VIEW TO THE DISCOVERY OF NON-HABIT-FORMING MEDICINES : USE OF COBRA VENOM.

At its nineteenth session, the Advisory Committee discussed the question of the application of Recommendation X of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs regarding the encouragement of research work with a view to discovering medicines which, while producing the same therapeutic effects as the drugs, did not give rise to drug addiction. On that occasion, its attention was drawn by the Italian representative to the research work done at the Pasteur Institute, Paris, in 1934, and at the Haffkin Institute, Bombay, and also to the information supplied by the late Professor Calmette regarding the use of cobra poison for the relief of pain in cancer cases. At its twentieth session, it heard a statement from the United States representative regarding the research work done in this same field by Dr. David J. Macht, dealing more particularly with the possibility of substituting cobra venom for morphine. According to Dr. Macht, the analgesic effect of cobra venom was similar to that of morphine, but it did not produce the narcotic effects of the latter drug.

The Secretariat was instructed to collect all the information on this subject by the most appropriate methods and, if necessary, with the help of the Health Committee. It asked the Health Section (letter of March 6th, 1935) to assemble the information and data which it already possessed on the subject and, in particular, to draw up a memorandum on the present state of the question, with a critical bibliography attached. It was pointed out : ' For the purposes of the Advisory Committee, the chief point is to know what results have already been attained in the use of cobra venom as an analgesic and whether they are likely, and if so to what extent, to justify the hope that the substitution of this medicine as an analgesic for habit-forming drugs might be extended or even become universal and should, accordingly, be encouraged '. It was further represented that, as soon as the material in the Secretariat's possession was collected, it would be advisable to ask the Pasteur and Haffkin Institutes to supplement it with the latest information regarding their research work and with any observations they deemed necessary.

To the letter sent to the Health Section were attached the following five annexes :

I. Extract from the Proceedings of the Académie des Sciences de l'Institut de France : Volume 197, page 205, Meeting of July 17th, 1933 :

Physiology. " Effects of Cobra Venom on Cancer Grafts and Spontaneous Cancer (Adeno-carcinoma) of Mice." Note by Drs. A. Calmette, A. Saenz and L. Costil.

II. Extract from the Bulletins and Memoranda of the Medical Society of the Paris Hospitals (Meeting of March 23rd, 1934, No. 11) :

" Indications for the Use of Cobra Venom in the Treatment of Cancer Pains ", by Drs. Laignel-Lavestine and N. T. Koressios.

III. Letter from Dr. A. Saenz, Tuberculosis Laboratories, Pasteur Institute, to the Secretary-General of the International Association for Defence against Narcotic Drugs, Geneva.

IV. Bibliography annexed to the above letter.

V. Letter from Dr. Monaclessor, New York, to Mr. Richmond P. Hobson, Chairman of the World Narcotic Defence Association.

The Secretariat has since received from the Health Section a note of November 1st, 1935, communicating for its information a copy of the reply received from Dr. N. Bernard, of the Pasteur Institute, Paris, on the present position of research work on cobra venom, adding that, according to the information received by the Health Section of the Secretariat regarding the treatment of pains and tumours by means of cobra venom, the analgesic power of the venom appears to be established, though it is subject to much controversy; some authorities assert or deny its effect, while various theories have been advanced concerning the mechanism of its action. The obscurity which prevails in regard to the whole subject of snake poisons is due to the inadequacy of the researches so far made in their extremely complicated composition. Hitherto, the studies undertaken have been based on the use of the venom in its entirety, and for that reason the conclusions reached are only provisional and incomplete.

The documentation referred to above has not been circulated but distribution could be effected on application by the members of the Committee.

APPLICATION OF ARTICLES 8 AND 10 OF THE GENEVA CONVENTION OF 1925.

Since October 1935, the Health Section has received no new request concerning the application of the Geneva Convention. The only questions pending refer to spasalgine and ipecopan, in respect of which the Swiss Government, in February 1935, asked for Article 8 to be applied. In October last, the Health Committee received a note regarding these preparations (document C.H.1171). The Office international d'Hygiène publique has been officially requested to communicate a report on the subject. The Permanent Committee of the Office international will doubtless examine the question at its session in May 1936.

CODEINE ADDICTION.

The Advisory Committee on Traffic in Opium (nineteenth session, November 1934), after noting certain facts communicated by the representatives of the United States of America and Canada showing that codeine might be a means of drug addiction, asked the Health Committee to make a study of the question. In October 1935, a note on the subject (document C.H.1175) was submitted to the Health Committee. The note alluded to the facts which had been ascertained regarding the increased consumption of codeine and quoted certain cases of drug addiction induced or maintained by this substance. It then suggested that certain institutions, such as the Paris and New York Academies of Medicine, should be asked to organise experimental and clinical research. The Health Committee noted these proposals.

An Advisory Commission for Technical Studies has since been set up by the Health Committee, consisting of representatives of various national academies of medicine who have undertaken to organise on national lines, but from an international standpoint, the study of various clinical or experimental questions. A memorandum has been prepared by the Health Section, with a view to referring the question of codeine addiction to this Advisory Commission.

STUDY OF THE TREATMENT OF DRUG ADDICTS.

In October 1935, a memorandum (document C.H.1181) was submitted to the Health Committee which recalled the information collected, since the Committee's seventeenth session, on methods of treating drug addiction and, with reference to a new method of treatment with lecithin, suggested that certain scientific institutions should be invited to continue research work on the question. A technical memorandum has been drawn up by the Health Section with a view to laying this question before the Advisory Commission on Technical Studies.

RECOMMENDATIONS OF THE BANGKOK CONFERENCE ON THE SUPPRESSION OF OPIUM-SMOKING.

The tenth recommendation of the Bangkok Conference provided that the Health Committee should be asked to undertake research work with a view to determining the constituents of opium which produce the psychological and physiological effects due to the practice of smoking opium and opium dross. In the same recommendation, it was also suggested that a study should be made of the possibility of eliminating these constituents and replacing them by other harmless substances or otherwise rendering harmless such constituents.

The Bureau of the Health Committee felt that the question thus raised undoubtedly had a certain practical importance and suggested that the Health Organisation should entrust its study to various institutes. The Health Committee will doubtless consider that this question can also be usefully referred to the Advisory Commission for Technical Studies.

XIV. OTHER CIRCULAR LETTERS ADDRESSED BY THE SECRETARIAT UNDER RESOLUTIONS ADOPTED AT THE LAST SESSION (TWENTIETH) OF THE ADVISORY COMMITTEE.

The Secretariat, in addition to the circular letters specially mentioned in the present report, has addressed to Governments a number of other circular letters dealing with various questions raised by the Committee in the Progress Report submitted during its twentieth session.¹ The Secretariat will analyse the replies of the Governments when a sufficient number has been received.

¹ Document C.253 M 125.1935.XI.

XV. MISSIONS UNDERTAKEN BY CERTAIN MEMBERS OF THE OPIUM SECTION.

Bulgaria.

M. Ekstrand, the Director of the Opium Traffic and Social Questions Sections, visited Sofia in November 1935, at the invitation of the Bulgarian Government, and had an opportunity of discussing various important questions in detail with the competent Bulgarian authorities concerning the consumption and production of narcotic drugs.

There is a special report on this mission (document O.C.1620).

Portugal.

Mlle. de Romer, during her stay in Portugal, was asked to get into touch with the competent Portuguese authorities and collect information for the use of the Opium Section and the Supervisory Body. She had an opportunity during her mission of attending, at the invitation of the representative of Portugal on the Advisory Committee, a meeting of the Permanent Portuguese Opium Traffic Commission, meeting under his chairmanship.

Switzerland.

M. Renborg, at the beginning of December 1935, visited the narcotic drug factories of the firms Hoffmann, Laroehe and Sandoz, of Basle. He studied on the spot the methods of manufacture and obtained information as to the possibilities, in certain events, of discovering clandestine factories, having regard to the equipment or apparatus employed or the various accessory substances used in the process of manufacture.

Union of Soviet Socialist Republics.

A mission was undertaken to the Union of Soviet Socialist Republics by M. Steinig in November 1935, with a view to getting into personal touch with the competent authorities and discussing with them questions in relation to drugs of common interest to the Union of Soviet Socialist Republics and the League of Nations. The information and documents received during this mission will be the subject of special reports to be submitted to the Advisory Committee.

Appendix.

EXTRACT OF THE MINUTES OF THE MIXED COMMITTEE OF REPRESENTATIVES OF THE SUPERVISORY BODY AND OF THE PERMANENT CENTRAL OPIUM BOARD, HELD ON OCTOBER 10TH, 1935, AT 3 P. M.

For the Supervisory Body :

Sir Malcolm DELEVINGNE (*Chairman*) ;
Dr. CARRIÈRE ;

For the Permanent Central Opium Board :

Mr. LYALL, Mr. MAY, Professor TIFFENEAU ;

Secretariat of the Supervisory Body :

M. EKSTRAND, M. RENBORG and M. STEINIG ;

*Secretariat of the Permanent Central Opium
Board :*

M. THEODOLI, Dr. BLUMENFELD.

The CHAIRMAN of the Supervisory Body, after welcoming Mr. Lyall, President of the Permanent Central Opium Board, indicated that the Supervisory Body would be glad to have the Board's views on the methods of calculating consumption.

Mr. LYALL said that the Board had studied the description given in Sections II, III and IV of the Annex to the Model Code (document C.774.M.365.1932.XI) of the methods of compiling the statistics of consumption of narcotic drugs used in the United Kingdom, the Netherlands and Switzerland. There was general satisfaction with the methods followed by the United Kingdom and Switzerland, but not with that adopted by the Netherlands, as described in the document referred to. Canada and some other countries nominally employed the same method as the Netherlands, but from correspondence exchanged with Colonel Sharman, he had learnt that, in actual practice, all receipts and issues of drugs were checked both in the factories and in the books of traders. From a report made by the Netherlands Government to the Advisory Committee, it would appear that the actual practice of the Netherlands authorities resembled that of the United Kingdom and Switzerland. If, therefore, while nominally professing to treat consumption as merely the difference between stocks at the beginning and stocks at the end of a year, taking into account the amounts manufactured, exported and imported, a Government actually kept a close check on all movements of drugs, a theoretically inadequate method might give satisfactory practical results. As described

in the Annex to the Model Code, however, the Netherlands method of calculating consumption was certainly unsatisfactory and could not be recommended.

The CHAIRMAN said that he found himself in general agreement with what Mr. Lyall had said.

In answer to a query by the Chairman, Mr. Lyall added that the Board's eventual reply to the Advisory Committee on this subject would depend on the outcome of the present discussion and be based also on the views expressed at the Board's own meetings.

Dr. CARRIÈRE had a natural preference for the Swiss method, in which the comparison between stocks at the beginning and stocks at the end of the year (as in the Netherlands system) acted as a check on the figures of consumption as shown by returns from pharmacies. He could confirm that no serious discrepancies were found between the two sets of figures.

Professor TIFFENEAU thought that the great disadvantages of the Netherlands system was that it made no allowance for the possibility of leakages. From his personal knowledge of the French system of drug supervision, he could testify that there was a rather deplorable laxity as regards the registration of receipts and issues of drugs, and petty leakages were not infrequent.

The CHAIRMAN of the Supervisory Body said that, in the United Kingdom, the abuses referred to by Professor Tiffeneau were avoided by keeping pharmacies under strict supervision. Receipts and issues of drugs had to be entered in a special register, which was subject to inspection, and the original doctors' prescriptions also had to be carefully preserved.

Dr. CARRIÈRE confirmed that a similar system obtained in Switzerland; cases of drug addiction among doctors had even been brought to light as a result of the minute inspection made of narcotic drug registers.

Mr. MAY thought that, for the statistical requirements of both bodies, the figures of the actual quantities of drugs consumed by patients were not necessary. For the purposes of the Convention, he thought that the figures of amounts furnished to retailers supplied the most useful data as regards consumption. It should, moreover, be remembered that, while the Supervisory Body was vitally interested in the statistics of consumption for compiling its estimates, the Central Board was the body entitled to issue recommendations regarding methods of furnishing consumption statistics. The only practical method of doing so, he considered, was that advocated in the second footnote on page 2 of Statistical Form C (x) (GL), which specified that consumption other than for Government purposes should include : " The quantities supplied to pharmacists and to doctors, dentists, veterinarians, hospitals, and similar health institutions, both public and private, that have authority to supply narcotic drugs to patients."

It would be noted, further, from the opening words of the footnote, that the possibility of a Government having a " more exact method of calculating consumption " was not excluded.

The CHAIRMAN of the Supervisory Body pointed out that, whatever method was adopted for calculating consumption, there must be proper supervision of retailers, in order to prevent the leakages referred to by Professor Tiffeneau.

Mr. MAY agreed that, even if the system recommended by the Permanent Central Opium Board were to be adopted, it would require to be supplemented by adequate supervision of the movements of drugs.

The CHAIRMAN of the Supervisory Body thought it only remained to decide what reply should be given to the Advisory Committee. As the Supervisory Body had no first-hand information regarding consumption, but depended on the Central Board for those statistics, he would suggest sending a copy of the Minutes of the present meeting.

Mr. MAY felt that, if both bodies were in agreement, this should be clearly indicated. Further, the Advisory Committee should be asked not to take any action as regards issuing recommendations to Governments without first consulting the Permanent Central Board, in view of the fact that the latter had already prescribed a particular method. Inconsistent recommendations should be avoided.

The CHAIRMAN of the Supervisory Body suggested that, in his capacity as Assessor on the Advisory Committee, Mr. Lyall could take the necessary action.

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Abbreviations

Art. = Article.
Cttee. = Committee.
Conf. = Conference.
Conv. = Convention.
Govt. = Government.

I.L.O. = International Labour Office.
Int. = International.
Para. = Paragraph.
Repres. = Representative.

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